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ABSTRACT

An executive summary of findings, this is the first volume of the Third Monitoring Report on Boston Public School Desegregation. The report, covering Boston Public Schools operations from December 1983 through May 1984, was filed by the Massachusetts Board of Education and Commissioner of Education under Orders of Disengagement entered at Federal District Court on December 23, 1982. This volume has twelve main sections which correspond to each of the twelve monitoring areas enumerated in the Orders of Disengagement: student assignments, staff, special desegregation measures, special education, bilingual education, vocational and occupational education, transportation, facilities, safety and security, student discipline, institutional pairings, and parent and student organizations. Each section contains a description of objectives, procedures, findings and recommendations, as well as a summary of previous findings to provide a gauge of progress during the period of State Board monitoring. Two final sections briefly discuss the progress of disputes during the covered monitoring period and procedures for initiating modifications of existing orders. (KH)

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JUL 13 1984

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COMMONWEALTH OF MASSACHUSETTS
BOARD OF EDUCATION

REPORT NO. 3

TO THE UNITED STATES DISTRICT COURT, DISTRICT OF MASSACHUSETTS

ON

BOSTON SCHOOL DESEGREGATION

VOLUME I

JULY 15, 1984

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OVERVIEW

INTRODUCTION

This is the Third Monitoring Report on Boston Public School Desegregation, filed by the Massachusetts Board of Education and Commissioner of Education under the Orders of Disengagement entered by Federal District Court Judge W. Arthur Garrity, Jr. on December 23, 1982. The report covers Boston Public School operations from December 1983 through May 1984, and is based upon data collected by Massachusetts Department of Education monitors during this period.

We feel that the present report represents an improvement over our prior efforts, resulting from our growing familiarity with the Boston system and the continued input of the parties and other interested members of the public. The spirit of cooperation continues to deepen between monitors and their counterparts in Boston, for which we express appreciation to Superintendent Spillane and members of his staff.

THIRD MONITORING REPORT

As has previously been the case, this report is presented in two volumes. Volume I is an "executive summary" of findings in each of the twelve monitoring areas enumerated in the Orders of Disengagement. In addition to a description of objectives, procedures, findings and recommendations, all of which were contained in previous reports, each section of Volume I contains a summary of previous findings to provide a gauge of progress during the period of State Board monitoring. Volume I will, as in the past, receive wide distribution.

Volume II includes all supporting documentation, much of which was provided to monitors by members of the Boston School Department. Page references to Volume II are again provided in the margins of Volume I. While Volume II is again intended to receive more limited distribution, additional copies have been printed to insure that they may be available for every elementary, middle and high school building in Boston.

CRITICAL MONITORING ISSUES

In the overview of Report No. 2, the State Board identified six desegregation-related issues of greatest concern, and noted that "Efforts to address these issues in the next twelve months will provide a basis on which to evaluate proposals for further procedural modifications", which any party may propose after January 1, 1985.

These issues, summarized below, were addressed to varying degrees by the Boston Public Schools. Since a large portion of those responses that the State Board did receive arrived after staff monitors had concluded their data gathering for this monitoring period, it was often not possible to include analysis of the given response in the body of the report and maintain our court submission schedule. We therefore feel that it is appropriate to reiterate the six issues, and to summarize the responses received to date, as an introduction to the more specific findings. The six issues are listed below in no particular order of priority:

(1) Impediments to program access for limited English proficient students must be eliminated throughout the system. Similarly, a higher level of support both prior to entrance and after enrollment in the examination schools must be provided to minority students.

RESPONSE: A May 23, 1984 memorandum from Raffael DeGruttola to Oliver Lancaster, provided to the State Board under Superintendent Spillane's cover letter of May 31, lists four policy directives to be implemented in the coming school year. These directives, which deal with "access of bilingual students into mainstream classes," will be monitored in the next report. Few improvements in problems cited in Reports No. 1 and 2 have been found in the current monitoring period.

On the subject of examination school support, Minority Students Retention Plans for Boston Latin School and Boston Latin Academy were provided under the Superintendent's cover letter of May 29, 1984. The majority of the critical improvements described in these Retention Plans have yet to be implemented, and will be monitored for the next report.

(2) The number of administrators serving in an acting capacity must be drastically reduced at both the school and district/central office level. The Boston School Department, after consultation with the Unions and the Citywide Parents Council (CPC) should implement a schedule for making permanent appointments to those positions currently filled with acting appointees.

RESPONSE: By letter dated May 2, 1984, Counsel for the Boston School Committee requested that the State Board convene a meeting of the parties for the purpose of negotiating a proposed modification to the Court's administrative desegregation orders. The proposed modification, which has been approved by the School Committee, contemplates both an expedited procedure for reducing the backlog of acting appointments and a modified procedure for filling future administrative vacancies. The initial negotiation session was held on May 23, and was attended by all parties of record and the CPC. A second negotiating session is tentatively scheduled for late June.

(3) Racial/ethnic guidelines have yet to be met in several schools, as well as most citywide vocational education programs. In many instances, enrollments should be improved through vigorous recruitment and program development efforts.

RESPONSE: An analysis of assignment issues by the Senior Officer for Implementation was provided as Attachment II to the Superintendent's May 31 letter . A discussion of both system-wide recruitment efforts launched by the Department of Implementation, and follow-through in specific schools appears in the section of this monitoring report dealing with Special Desegregation Measures (see Vol. I, pp. and Vol. II, pp.). As was the case during the State Board's initial monitoring period, no conclusion regarding the success of these efforts can be drawn until enrollment data is gathered in the fall. Recruitment efforts during 1983-84 have had a minimal impact upon desegregative applications, with the exception of English High School.

(4) The Unified Plan for Vocational and Occupational Education should be subject to extensive review. Where appropriate, modifications should be proposed in order to strengthen equal opportunity in vocational training for all students.

RESPONSE: A summary of Boston's efforts in this area is contained in Attachment III to the Superintendent's May 31 letter. While specific progress has been made on a small scale, including the recent appointment of a Development Officer at the Humphrey Center (which monitors received notice of by letter dated June 1, 1984), most of the initiatives described in Attachment III remain in the planning stage. Representatives of the State Board and the Boston Public Schools met in the previous monitoring period to initiate general discussions regarding the Unified Vocational Plan, but no further meetings were held during the current monitoring period.

(5) While declining enrollment continues to work its way through the grade structure to the middle school and high school levels, the Boston School Department has yet to seriously address the need for a secondary school facilities plan grounded in long-term desegregation considerations. This effort must be undertaken immediately, in conjunction with city and state officials.

RESPONSE: Initial efforts toward the development of a secondary school facilities plan were undertaken during the current monitoring period. These efforts led to the filing of data by City of Boston and School Department representatives with the State Board on May 3, 1984; this data included projected grade organization, enrollments, capacities, capital improvement needs, and schools in operation as envisioned in the current draft of Boston's Long Range Plan. These materials were incorporated in a Longe Range Facilities Plan arriving at the Department on June 6, 1984. To a great extent, the validity of these materials will be determined by the action ultimately taken on the Long Range Plan currently under consideration in Boston.

(6) Safety and security continue to be major concerns for students, parents and school staff. A comprehensive program to improve safety and security throughout the system must be implemented.

RESPONSE: An April 13, 1984 letter from Deputy Superintendent Peterkin, appearing as Attachment IV to Superintendent Spillane's cover letter of May 31, addresses issues regarding student discipline. On the more general issues of safety and security, the Deputy Superintendent provided a draft response to the Safe Schools Commission report in a memorandum to the Superintendent dated March 5, 1984; to date, this response remains in draft form. Funds have has been budgeted for 2 school climate/school discipline teams and for the selective use of bus monitors, although the specifics of how bus monitors will be deployed have yet to be determined; see the section of this monitoring report dealing with Safety and Security (Vol. I and II).

In summary, while we are encouraged that Boston has begun to address the six issues of major concern, most of these efforts remain in the planning stages and will require close monitoring during the next reporting period. We have stressed, and will continue to stress, the potential that Chapter 636 funding provides for addressing many of these crucial issues.

FURTHER ISSUES CITED IN EARLIER MONITORING REPORTS

In addition to the issues listed above, previous reports have identified additional concerns. Those findings are summarized in the chart below, with summary information regarding remedial action taken during the present monitoring period. A more complete discussion of these findings is contained in the various appropriate sections of this report:

Report #2 (February 1984)	**Report #3** (July 1984)
1) Career Education requirements are only partially being met. A city-wide career education plan is nearly completed, and many middle schools have improved offerings. However, many compliance issues remain at individual schools.	1) A city-wide career education plan has been developed, and all but two middle schools provide programs in the 3 required career clusters. Compliance issues remain at some high schools.
2) Support for limited English proficient students remains inadequate in many vocational and occupational education programs.	2) Support for limited English proficient students remains inadequate in many vocational and occupational programs despite the hiring of 3 additional bilingual aides.

3) Improvement has been noted in the appropriate placement of students in bilingual special needs programs serving their language category.	3) Problems with adequate materials for some bilingual special needs programs persist. Mixing of language groups was observed in one school.
4) Although English High has taken steps to improve safety and school climate, this school remains out of compliance for Black and White enrollments and requires continued attention.	4) The reorganization plan for English High promises an improved safety climate and improved compliance with racial enrollment guidelines. Recruitment efforts appear to have resulted in increased desegregative applications.
5) Special Desegregation measures are being implemented at Burke and Dorchester High Schools, although delays in facilities improvements have occurred at Burke High School. Preliminary indications suggest improved compliance with Court orders at both schools.	5) Facilities improvements at Burke High are still delayed. Compliance with enrollment goals at Burke and Dorchester High are projected within the permitted range.
6) On-site monitoring suggests that Charlestown has begun to address its high suspension problems, although delays in the compilation of statistics inhibit confirmation until the next Monitoring Report.	6) Although still the highest in the city, Charlestown's suspension rate has been reduced to 40% of the 1982-1983 rate. Suspensions citywide have dropped significantly, possibly indicating that greater efforts are being made to employ alternatives before relying on suspensions.
7) The percentage of other minority teachers continues to increase slowly; the concentration of these teachers in bilingual programs has been reduced. Other minorities continue to be underrepresented among headmasters and principals.	7) The percentage of other minority teachers has declined slightly ; other minority administrators are steadily increasing.

8) Significant progress has been made to obtain and assign appropriately certified special education staff. Continued difficulties remain in securing certified bilingual/special needs educators. Significant difficulties remain in securing certified bilingual instructors in specific linguistic categories (Cambodian, Haitian, Laotian).	8) The lack of certified bilingual/special education teachers and specialists remains a major concern.
9) Certain schools continue to have problems in assuring the safety of students and staff. Effective programs are sorely needed to address the needs of violent and disruptive students, and to end their disruption of the educational process.	9) In response to the Safe Schools Commission Report, Boston has developed a draft plan for improving safety citywide, including the expansion of alternative education.
10) The level of participation in School Parent Councils (SPC's) is growing, as is cooperation between the Boston School administration and The Citywide Parents Council.	10) The level of parent participation in SPC's is low, and internal disputes have brought about major personnel changes in the CPC. Problems of cooperation between the CPC and the Boston School administration have been noted.
11) Many schools designated for special desegregation measures by the Court remain in non compliance with assignment goals, due to a lack of central office coordination and school-level initiatives.	11) The Department of Implementation has undertaken a variety of activities to encourage school-level recruitment, and a few schools have made significant outreach efforts to recruit students, especially those in underenrolled racial categories. The impact of these efforts will be measured in the Fall of 1984.

One additional significant finding was noted for the first time. Considerable problems exist in the handling of transportation complaints. Problems were also noted with frequent changes in route assignments, increasing absenteeism and tardiness among drivers.

ACKNOWLEDGEMENTS

The period covered by the present monitoring report has been a critical time of transition in the governance of the Boston Public Schools as the Boston School Committee, which previously consisted of five at-large members, was restructured to include four at-large and nine district representatives. The State Board and Commissioner are encouraged to see that the School Committee has moved through an initial transition stage and has begun to address the critical issues identified in the previous report. We are also pleased to note the continued responsiveness of School Department staff, and wish to single out Superintendent Spillane, Deputy Superintendent Peterkin and Senior Officer Coakley for their cooperation in this regard. Our close working relationship with the Department of Implementation again proved essential in approving student assignments, which are processed during this monitoring period, and in reviewing activities in the schools designated for special desegregation measures.

James R. Grande
Chairperson, Massachusetts
Board of Education

John H. Lawson
Commissioner, Massachusetts
Department of Education

STUDENT ASSIGNMENTS

MANDATE

Carry out the student assignment and transfer process, on all levels, in such a manner that (a) the procedural requirements established by the Court are met, and (b) the greatest possible compliance is achieved in each school with the permitted enrollment ranges for each racial/ethnic group.

OBJECTIVE

To assure that all assignments for 1984-85 are made consistent with the process approved by the Court, and to estimate the extent of compliance which will be achieved with Court-ordered desegregation objectives.

1. ASSIGNMENT PROCESS

QUESTIONS

What is the process for providing information to parents and students about attendance options for the subsequent year?

PROCESS

Monitors reviewed parent/student information and application materials, and visited a district office to observe the application process.

FINDINGS

(80-99)

The process of giving an assignment for the 1984-85 school year to each student attending or seeking to attend the Boston Public Schools is complex. Under the student assignment orders, each student (except those assigned to substantially-separate programs) is offered a number of school assignment choices each year, subject to explicit desegregation requirements. The assignment process seeks to give each student in similar circumstances an equal chance for desirable options. It must be protected from illicit influence or manipulation. In addition, the process must be carried out after promotion decisions are relatively firm yet in time to permit school scheduling before the close of the academic year. To the extent that parents are considering

educational alternatives, an early indication of an assignment may help to persuade them to keep their children in the public schools.

(100-103)

Volume II includes a selection of the instructions sent to principals and headmasters, the application forms sent to parents, and the assignment notifications. Briefly, the process for 1984-85 was as follows:

> personalized application forms were prepared for each student, based upon his/her grade, residence, program, etc.; these were distributed in each school on March 27th; parents of students new to the system (including kindergarten) applied at district offices during the same time period; applications were due April 11th; proposed assignments were developed by the Department of Implementation and provided to the Board on May 7th for review and approval; assignment notices were delivered to district offices on May 16th and given to students in school that day or the next; notices were not mailed because of bad experience with lost notices in previous years, but arrangements were made for delivery in cases of prolonged absence.

Monitors found that the process was carried out with no significant problems. Target enrollments for examination schools and advanced work/academically talented classes were reviewed and approved, as were lists of potential invitees. Space matrices, indicating projected capacity and location of each program, were approved as a basis for assignments. The Board was provided with proposed student assignments for regular programs, bilingual programs, substantially-separate programs, and magnet vocational programs in district high schools on May 7th; these were approved after review and clarification of several issues. Extended Day Kindergarten programs were approved after one modification to bring a program into line with approved racial composition. Assignments were issued the week of May 14th.

2. EXTENDED DAY KINDERGARTEN PROGRAMS

QUESTIONS

> The Second Monitoring Report found that certain Extended Day Kindergarten Programs had not achieved the enrollment levels and proportions which had been approved in February 1983. In five cases, more White students had been admitted to programs located in predominantly White neighborhoods than had been approved, and concerns were also expressed about two programs to which more Black or Other Minority students had been admitted than had been approved. In other

instances, while approved levels had been exceeded, the effect was to strengthen desegregation, and no objection was raised. Do initial assignments to these seven programs cited in the last Report correct these problems? What contribution do such programs make to desegregation?

FINDINGS

Initial (May 1984) assignments for 1984-85 were approved by the Boards' after correction of a slight over-assignment of White students to one of the schools cited for that problem in the Second Monitoring Report. Additional assignments to all programs cited will be followed closely, as indicated by the memoranda of April 28th and May 16th 1984 .

(109-110)

In general, extended day kindergarten programs appear to be one of the most effective methods currently used by Boston to attract White students into the public schools and to schools in predominantly minority neighborhoods on a voluntary basis. Preferences expressed in April 1984 for the 1984-85 school year show that substantially more White students are applying for a number of programs including programs in two of the most heavily-minority schools in Boston (Blackstone, 92% minority; Hernandez, 89% minority), than can be assigned.

Extended day programs are also strongly popular among Black and Other Minority parents. It is notable that the Perkins School in South Boston, a new extended day program approved with some hesitation in 1983, had no difficulty in enrolling ten Black and eight Hispanic kindergarten students for 1983-84, and is already over-subscribed for Black students for 1984-1985.

The next round of monitoring will include an assessment of the extent to which White students in extended day programs remain in the public schools for the elementary grades, and also whether parents who are disappointed on their first choices for these programs accept other kindergarten assignments and thus remain within the public schools.

Present monitoring included several schools (Chittick, Mattahunt, Higginson, Lee) for which extended day programs might be expected to increase White enrollment in the elementary grades. Unfortunately there seem to be several problems with taking full advantage of their undoubted attractiveness including lack of deliberate efforts to do so.

In short, initial review - which will be supported by statistical analysis in the next Report - suggests that extended day kindergarten is not realizing its full potential for

desegregation, despite abundant evidence of its appeal to parents. It should be noted that extended day programs are an important and effective element in the desegregation in Worcester and Springfield, and that Lawrence and other desegregating systems are planning to use them as well.

3. ELEMENTARY AND MIDDLE SCHOOLS

QUESTIONS

The assignments proposed each Spring for the following year, and especially those at the elementary level, give only an approximate indication of the likelihood that schools will be in compliance with the permitted enrollment ranges. In particular, hundreds of White students who presently attend kindergarten are assigned to first grade classes even though the experience of many years indicates they will transfer to non-public schools for the elementary grades. Taking this into account, to what extent do the assignments proposed for 1984-85 promise to achieve desegregation compliance?

PROCESS

The monitor calculated the proportion of "shrinkage" between assigned White enrollment in the Spring and actual White enrollment in the Fall of 1983 in the elementary grades of each school and then applied that proportion to the proposed assignments for 1984-85. Assignment monitoring visits were made to the Tobin, Winthrop, Kennedy, Chittick, Mattahunt and Hennigan schools.

FINDINGS

Schools with A High Proportion of White Students

In Report No. 2 certain schools were identified (Volume II, page 24) as enrolling too high a proportion of White students. Review of the projected enrollments for 1984-85, adjusted as described above, made it clear that this would be a continuing problem. The following schools - among others - could "afford" to encourage White students to attend "special desegregation" or other schools offering educational options:

Permitted and Projected White Proportion 1-5

	School	White Range	Projected White %
I	Gardner	13-21%	29%

	Baldwin	13-21%	10%
II	Manning	13-23%	32%
	Kennedy	13-23%	11%
III	F. Roosevelt	16-26%	41%
	Chittick	16-26%	4%
VI	Perry	26-44%	56%
	Perkins	26-44%	50%
	Emerson	26-44%	22%

Since the problem of over- and under-enrollment of white students has persisted since long before Report No. 1 it should become a priority for the development (subject to approval) of new voluntary measures, and for vigorous recruitment.

Magnet Elementary Schools

Report No. 2 noted that the Hennigan and Jackson Mann schools were in persistent non-compliance because of large bilingual programs, and urged the development of a long-term assignment strategy for these magnet schools. The proposed assignments exacerbate this problem, with the enrollment of the Hennigan going up to 45% Other Minority (including 205 students in its Spanish Bilingual program). A 36% increase of the Other Minority enrollment of the Hennigan in two years should be the result of explicit program and desegregation decisions.

In this connection, the evident success of the Hernandez in attracting more White student applications than can be accommodated (so that, for example, 50% of the White kindergarten applicants must be disappointed) indicates that strong support exists for educational options which are truly bilingual. What has worked for the Hernandez might well work for the Hennigan or (with modification of the Plan) for the Kennedy or other schools in predominantly-Hispanic neighborhoods.

Report No. 2 noted concerns about the educational impact of the very high proportion of Hispanic students (68%, with 9% White) at the Hernandez. The projected first grade assignments begin to correct this situation; Boston should follow through on this corrective action in making additional assignments.

Projected enrollments for magnet elementary (grades 1-5) and middle schools compare as follows with city-wide projected enrollments (exclusive of exam schools) for those grades:

	Magnet Schools		All Schools
1-5			
Black	1,735	17.3%	9,985
White	804	14.1%	5,698
Other	1,169	20.6%	5,673
6-8			
Black	692	12%	5,747
White	315	11%	2,858
Other	321	11%	2,937

(Note that the elementary projection for White enrollment in all schools is undoubtedly too high, as a result of the "shrinkage" of kindergarten enrollment discussed above.)

These projections indicate that Black students will be enrolled in magnet elementary and middle schools at a rate at least proportionate to that for White students, and the Other Minority students will be "over-represented" in magnet elementary schools as a result of the large bilingual programs at the Hennigan, Hernandez, and Jackson-Mann schools. As pointed out Reports No. 1 and No. 2 magnet schools in Boston seem to be equitable in their effect.

Middle Schools

As noted in Report No. 2 (Volume II, page 14), the problem of enrollment compliance is particularly difficult in middle schools because of the large number of White students who, though they leave certain schools for the exam schools, are counted in determining the compliance standard. Most middle schools are clearly more desegregated at present than they were in 1973, and a substantial number of schools can project full compliance for next year.

The chart which follows, from the 1983 Annual Desegregation Report of the Bureau of Equal Educational Opportunity, compares the enrollment of some middle schools in 1970 with their Fall 1983 enrollment:

	Percent White	
	1970	1983
Timilty (Roxbury)	0.2%	13.8%
Holmes (Dorchester)	1.2%	18.6%
Lewenberg (Mattapan)	3.4%	21.6%
Lewis (Roxbury)	4.8%	20.8%
Dearborn (Roxbury)	7.0%	25.5%

This improvement, resulting directly from Court-ordered desegregation, has taken place even as the enrollment of the school system overall has gone from 67.5% White (including some Hispanics) in 1970 to 28% White in 1983.

Within each district the distribution of students of each racial/ethnic group is roughly even, and it is difficult to see how more compliance could be achieved without (a) persuading more White students to attend public middle schools, or (b) persuading more District VIII students to attend District IX middle schools. Student preferences for 1984-85 show that only four White students from District VIII gave a magnet middle school as first choice (two for sixth grade, two for eighth grade), while 257 expressed a first preference for the Barnes or Cheverus! As a result, 43% of the White seventh and eighth graders attend either the Latin schools or schools in East Boston.

4. HIGH SCHOOLS

QUESTION

Do the May 1984 high school assignments for 1984-85 promise to result in greater desegregation compliance?

PROCESS

Preferences expressed by eighth grade students for ninth grade assignments were reviewed for all racial/ethnic groups, and compared with preferences expressed last year, as reported in Report No. 1. Proposed 1984-85 high school assignments were reviewed in relation to (a) desegregation objectives, (b) student preferences, and (c) the relation between 1983-84 assignments and actual 1984-85 enrollment. Special attention was given to those schools for which concerns were expressed in Reports No. 1 and No. 2. Where necessary, clarifications were obtained from the Department of Implementation. In addition, assignment monitoring visits were made to Burke, Dorchester, South Boston, Jamaica Plain, East Boston, and English High Schools.

FINDINGS

District High Schools - Previous Conclusions

Report No. 1 (July 1983) noted that all district high schools were in compliance with respect to projected Fall 1983 Black enrollment, with the possibility that Brighton High would be

slightly over the permitted range. Jamaica Plain and Burke High Schools were projected to fall below the Court-mandated White enrollment proportion.

Other Minority (Hispanic, Asian, American Indian) enrollment was held to a more flexible standard, since the presence of bilingual programs in certain schools has the effect - recognized by the Court - of inflating Other Minority enrollment in those schools while deflating it in others. On the other hand, a review of the location and size of Spanish bilingual programs at the high school level found that there were too many such programs to achieve, in each one, the optimal enrollment level of at least 100 students.

In an analysis of preferences expressed by students in the eighth grade in 1982-83 for a high school assignment for 1983-84, the Report found that, contrary to concerns expressed by Plaintiffs, few students who expressed a first preference for a district school were denied it.

A second conclusion was that certain district high schools were particularly unappealing to students of all racial groups. Burke and Dorchester were least appealing, followed closely by Hyde Park, then by Charlestown, Jamaica Plain, and Brighton. Only West Roxbury and South Boston were relatively appealing to all groups. Report No. 1 concluded that special efforts should be made by the staff of Burke, Dorchester and Jamaica Plain High Schools to encourage those White students receiving assignments to attend in September.

Report No. 2 (February 1984) reviewed November 1983 enrollments and noted that four district high schools - the predicted Burke and Jamaica Plain but also Brighton and South Boston - were below the permitted range for White students.

District High Schools - Proposed Assignments in 1984

Review of ninth grade preferences for 1984-85 found some encouraging trends. White eighth graders expressed fewer first preferences for district high schools located in White neighborhoods, and more for the city-wide Boston High (work-study), English High, and Madison Park High:

	1983	1984
Brighton	24	13
West Roxbury	67	62
South Boston	75	67
East Boston	158	137
Boston High	22	72
English High	22	53
Madison Park	15	19

There was a slight (from 7 to 11) increase in first preferences by White students for Jamaica Plain High School, and an increase from 5 to 9 in the number of White first preferences for the magnet vocational programs at Dorchester High.

Based upon the number of students assigned for 1984-85, all district high schools should be in compliance with the permitted ranges for Black and White enrollment, with Dorchester slightly and South Boston substantially high in Other Minority enrollment - the result of bilingual programs. Whether actual enrollments in November remain in compliance will depend, in large measure, upon efforts to reach out to newly-assigned students and persuade them to attend.

There has been an increase from 1983 in the number of students of each racial group assigned to a district high school who gave another school as first preference.
The largest number of such assignments of Black students in 1983 and again in 1984 is to Hyde Park, with substantial numbers also to Burke and Dorchester, to West Roxbury, and to Charlestown in 1984.

The largest number of such assignments of White students has consistently been to Burke, Dorchester, and Jamaica Plain. Brighton received the largest number of such assignments of Other Minority students both years, with Charlestown second.

West Roxbury is clearly the most popular among Black students, and East Boston, South Boston and West Roxbury among White students. Jamaica Plain is well ahead in first preferences among Other Minority students.

City-wide High Schools - Previous Conclusions

Report No. 1, reviewing proposed 1983-1984 assignments, found that several city-wide high schools - English, Madison Park, Copley Square - had slightly higher proportions of Black students and lower proportions of White students than permitted by the Court. Special concern was expressed about Madison Park and English High Schools; they deserved "priority attention . . . to assure that they are safe environments in which a first-rate program is available" (Volume II, page 107).

The analysis of preferences found that the new "International Program" at Copley Square High School was extremely popular with all racial/ethnic groups, with far more students applying for ninth grade than could be accommodated. Regret was expressed that a similar effort in program development had not occurred at a larger school, such as English High School, which would have been able to satisfy more of the applicants.

Report No. 1 concluded that most students who expressed preference for high school received their first preference, and that desegregation was thus accomplished through a combination of voluntary assignments and the assignment of students who failed to indicate a preference by returning an application.

Report No. 2 reviewed the actual 1983-1984 enrollments, and found that English and Madison Park both enrolled substantially more Black students than had been projected, and that English was out of compliance with respect to White enrollment.

City-wide High Schools - Proposed Assignments for 1984-85

Boston High received a very large increase in first preferences from Black students (from 30 to 155) and Other Minority students (from 15 to 71). The implications of this "vote" for job-oriented secondary education should be taken into account in secondary planning in Boston. Boston High's share of all first preferences for ninth grade jumped from 2% of each group in 1983 to 9% of Black, 7% of White, and 8% of Other Minority students in 1984.

English High also received many more first preferences from Black (up from 116 to 207) and Other Minority (from 30 to 79) students. This increase seems to reflect efforts made to improve school climate and educational programs. On the other hand, it will remain necesssary to assign 36 White and 15 Other Minority students to English who did not give it as their first preference. English High's share of first preferences jumped from 7% to 12% of Black, from 2% to 5% of White, and from 4% to 9% of Other Minority students.

Madison Park's share of first preferences for ninth grade dropped from 20% to 15% of Black students and from 13% to 8% of Other Minority students, but increased from 1% to 2% of White students.

Copley Square High's International Program, so popular last year, is substantially less so this year. This suggests that the reported difficulties experienced this year in delivering on the promises made for the International Program have had their effect - Boston students and their parents are shrewd "consumers" and capable of making well-informed choices among educational options.

Copley Square's share of first preferences for ninth grade dropped from 10% to 7% of Black, from 8% to 6% of White, and from 9% to 7% of Other Minority students in 1984.

The number of first preferences for the Umana has also fall off from 9% to 5% of Black, from 7% to 4% of White, and from 5% to 4% of Other Minority students in 1984.

Assignments for 1984-85 indicate that all city-wide high schools should be in compliance with the permitted ranges, with English slightly over in Other Minority enrollment. Much will depend upon efforts to persuade all students to attend their assigned schools, and upon how supplemental assignments and transfer requests are handled over the next several months.

5. OCCUPATIONAL RESOURCE CENTER ASSIGNMENTS

QUESTIONS

Are the assignments for 1984-85 consistent with the provisions and goals of the Unified Plan of September 1975? Based upon the ratio of enrollment to assignments last year, is improved compliance projected in 1984-85? Is there evidence that improvements have been made in recruitment and counselling for Occupational Resource Center programs?

PROCESS

The Monitor met with leadership of the Department of Implementation and the Humphrey Occupational Resource Center to review assignment requirements and recruitment activities. The Monitor also reviewed an "action plan" for recruitment, and the proposed 1984-85 Occupational Resource Center assignments, received May 25th. 1984-85 assignments were compared with 1983-84 assignments, and 1984-85 enrollment projections were made, based upon the ratio of enrollment to assignments in 1983-84. Student preferences for ORC assignments for 1984-85 were compared with last year's preferences.

FINDINGS

Assignments to the HHHORC are governed by the "admissions criteria" stated in the Unified Plan of September 1975. The most important of these criteria include: (a) students may only be assigned voluntarily, (b) assignments to city-wide occupational programs are governed by a modified version of the criteria for city-wide magnet schools, (c) insufficient applications from any racial/ethnic group for particular programs will result in underenrollment of that program, and (d) assignment of male and female students to programs in which one sex has represented less than 35% of enrollment is to be made on a 1:1 basis until all applicants of one group have been assigned.

As of June 1984, 21 of the 35 HHHORC programs are underassigned for 1984-85. In almost all cases this reflects insufficient

applications rather than enrollment limitation for desegregation purposes. As occurred last year, the Board has approved initial HHHORC assignments, while urging continuing recruitment efforts to permit assignment of additonal students by September. In some cases such additional assignments may bring programs into compliance with the Court-ordered standards.

(113)

On the basis of students assigned for 1984-85, 13 of 35 programs are in compliance for Black enrollment, 15 for White enrollment, and 4 for Other Minority enrollment. At this point last year, projected compliance for 1983-84 was 12 for Black enrollment, 7 for White enrollment, and 5 for Other Minority enrollment. Some progress is evident, though a substantial majority of the programs are out of compliance in each racial/ethnic category.

(113,120)
(121)

Black assigned enrollment is below the Court-established range in ten programs, including data processing, electronics and photographic technology, and plumbing, and above the range in twelve programs.

White assigned enrollment is below the Court-established range in fourteen programs, including machine (also available at Hyde Park High School), advanced office (also available at East Boston High School), food service, health aide, and electronics technology, and above the range in six programs.

Other Minority assigned enrollment is below the range (a narrow range for this group) in thirteen programs, including plumbing and retailing, and above the range in eighteen.

Ten programs have an assigned enrollment for 1984-85 above 65% female, and fourteen an assigned enrollment above 65% male. This compares with ten above 65% female and sixteen above 65% male assigned for 1983-84.

(115,122)

In brief, there is slight improvement in assignments with respect to sex as with respect to racial/ethnic group.

Overall, the total number of students assigned to the HHHORC for 1984-85 is lower than the number assigned last May for 1983-84.

ASSIGNED	1983-84	1984-85	
Black	1344	1233	-8%
White	432	429	-1%

Other Minority	493	465	-6%
Total	2305	2149	-7%

Previous monitoring reports stressed that the problems of under-enrollment and failure of many programs to comply with Court-ordered desegregation standards would only be solved through effective recruitment, counselling, and career exploratory programs, as mandated in the Court-ordered Unified Plan. Although there has been discussion and some encouraging first steps toward improvement of recruitment, including the May 22, 1984 appointment of a development officer for the HHHORC, there are no signs of actual improvement.

(130-139)

The impact of recruitment can best be measured, not by actual assignments (which are governed by desegregation and capacity limitations), but by the number of students expressing a first preference for a city-wide occupational program. There was a substantial **decline** in first preferences for HHHORC programs for 1984-85 compared with last year, from 2256 to 1978. White first preferences declined by nearly 17%, Black first preferences by over 12%, and Other Minority first preferences by 10%, for an overall decrease of 12.3% By comparison, projected enrollment in grades 10-12 in Boston declined by only 4.3%. HHHORC programs are becoming less rather than more popular with Boston students, despite the extensive opportunities which they offer for vocational training.

(126)

The moderate improvement in assigned enrollments for 1984-85 is the result of the assignment process alone, and not of recruitment efforts. Student first preferences are even more disproportionate this year than last, since White applications declined more rapidly than did Black applications. It does not appear that the recruitment measures which have been discussed since Spring 1983 have contributed to desegregation compliance.

Discussion with several headmasters and with officials of the Department of Implementation and the HHHORC suggests that a major recruitment problem is created by luke-warm encouragement - and even discouragement - in the sending schools. The next Monitoring Report will include a school-by-school analysis of the rate of participation in HHHORC programs, and an in-depth analysis of the pattern of applications for these programs.

6. TRANSFERS

QUESTIONS

What are the requirements and process for student transfers? What is the impact of such transfers on desegregation? Is there any indication that disciplinary transfers have a destabilizing effect on high schools?

PROCESS

Transfer guidelines were reviewed. The Department of Implementation provided a print-out of transfers in and out of each school between July 1, 1983 and March 23, 1984, and this was reviewed for patterns which might indicate either unequal treatment or negative impact upon desegregation.

FINDINGS

There are five categories of student transfers identified in the Student Assignment Procedures:
(140-144)

a. change of address
b. programmatic
c. desegregative
d. sibling
e. medical

Each category requires specific procedures and principals/headmasters must explain the policies and procedures required for each type. Volume II includes an extended extract from these policies and procedures.

Review of transfers granted between July 1, 1983 and March 23, 1984 did not find apparent patterns of abuse. White students made greater use of "medical" and "desegregative" transfers than did other groups, which may reflect greater sophistication about how to obtain the desired school assignment, but the numbers involved are small, and the process for review by the Department of Implementation should restrict abuse. Data on the transfers approved, by type and by race, is provided in the Appendix.There are two additional types of transfers which have caused concern in previous monitoring. Transfers for disciplinary reasons require certification, by the Community District Superintendent, that all requirements of the Code of Discipline have been met, and approval by the Community District Superintendent of the receiving school if a cross-district transfer is involved. Such transfers are used, monitors have been told, to remove students from situations in which they may be a danger to other students or to the educational process.

Analysis of transfers which are reported as "behavioral" does not suggest an obvious pattern of "loading" certain schools with troubled students, because of the small numbers involved. On the other hand, additional transfers which are really behavioral or disciplinary in origin may be treated as though initiated by student request, and thus as "programmatic." No high school received more than three behavioral transfers:

Jamaica Plain, Charlestown	3
Hyde Park, Burke, Madison Park	2
Brighton, Dorchester, Boston High, Copley Suare, English, Umana	1
West Roxbury, South Boston, East Boston	0

The Examination Schools, because of their special admission requirements, did not receive such transfers. The great majority of these transfers are of Black students and are into schools which are predominantly minority; to the extent that these transfers are governed by the Code of Discipline, safeguards exist against unequal treatment. Nevertheless, the pattern of behavioral transfers will be reviewed in the next monitoring period.

The other category of transfers about which concerns have been expressed during school-level monitoring is those between instructional levels. The issue of "mid-term promotions" and their impact upon school stability was noted in the Report No. 1 in relation to Burke High, a special desegregation school. The Community District Superintendent subsequently agreed to limit this practice, as reported in the Second Monitoring Report No. 2. A letter included in Appendix provides recent evidence of a new vigilance with respect to such transfers.

The process for student transfers is as follows: a parent or guardian, or student eighteen or older, may request a transfer at any school office or community district office. Boston staff assist in completing the application, in whatever language is appropriate. In the case of an address change or requested medical transfer, additional information is required. An Assignment/Tranfer Specialist within the Department of Implementation determines whether the transfer meets the requirements spelled out in the "Procedural Manual". If approved, the transfer information is provided to the sending and receiving schools as well as to the applicant.

COMMENDATIONS

The Department of Implementation is to be commended for its efforts to assign students to every school, and especially to high schools, in such a way that each school will be in compliance with the permitted ranges for all racial groups. Close observation of the process for two years had demonstrated the integrity of the assignments, and the extreme complexity and sensitivity of the task. If a number of schools will not be completely desegregated next Fall, it will not be because of faults in the assignment process as such.

Efforts to strenghten the educational program and to improve the school climate at English High, Jamaica Plain High, Dorcester High, and Burke High also deserve commendation, as they have already produced an increase in student first preferences.

RECOMMENDATIONS

1. The preferences expressed by parents and students at all grade levels, and especially at the eighth/ninth grade transition, should be given careful consideration in developing a Long Range Secondary Plan and in developing or modifying secondary school options.

2. Efforts are needed at Madison Park and several district high schools, parallel to the efforts commended above, to increase the attractiveness of the educational program and school climate. The determination to gain additional applications can be a powerful impetus for change and cooperation among staff and with parents and students.

3. The promises made for Copley Square a year ago and for English High this year must be delivered on, or it will become even more difficult to retain White students in the non-examination magnet high schools.

4. The continuing existence of elementary schools whose White enrollment exceeds the permitted ranges demonstrates that a pool of White students remains available for recruitment to appropriate schools, on the basis of attractive educational options. The in-depth analysis of certain attendance zones in the section of this Report on "special desegregation schools" documents how many White students either do not attend public schools or do not attend their district school, and are similarly available for persuasion to accept a desegregative assignment. Such voluntary measures would in some cases require modification of the present Student Assignment Plan, though the provision for programmatic and

desegregative transfers under existing orders has not apparently been used to this end. A number of schools are identified which might send or receive White students (and, conversely, receive or send minority students) under such special desegregation efforts.

5. Several magnet elementary schools - the Hennigan and the Hernandez - are singled out for continuing concern because of extremely high Hispanic enrollment. On the other hand, the success of the Hernandez in attracting applications from White parents suggests the possibility of increasing the number of elementary options with a two-way bilingual emphasis.

6. Further recruitment for Extended Day Kindergarten Programs, and strict attention to assignment limitations in certain cases, will be necessary to assure that all programs are in compliance in the Fall. The demonstrated popularity of such programs with all racial/ethnic groups, in other Massachusetts cities as well as in Boston, makes it important to find ways to increase their positive impact upon desegregation compliance in the elementary grades.

7. Projected enrollment in programs at the Humphrey Occupational Resource Center continues seriously out of compliance in many cases, despite some improvement, and there is a disturbing decline in the number of applications from students of all racial/ethnic groups. Efforts to recruit students through active outreach, career education and counselling, and encouragement at the sending high schools should be a major priority.

STAFF

MANDATE

The desegregation of faculty and administrative staff shall be implemented according to the standards contained in the orders of July 31, 1974; January 28, 1975; the amended Order of August 30, 1975; the Order of February 24, 1976, the Special Order of July 7, 1977; the Further Order of July 5, 1978; the Modification of January 27, 1981; the Conditional Order of June 2, 1981; and the Bench Order of July 9, 1981.

PROCESS

The following documents from the School Department were analyzed:

Report to the United States District Court on Administrators of January 15, 1984; Report on the number of White, Black, and Other Minority Permanent and Acting Administrators of March 19, 1984; Status Report - Affirmative Action (Memorandum of Superintendent Spillane to the School Committee, March 9, 1984); two memoranda from Dr. Spillane to the School Committee on Acting Positions, one dated March 27, 1984; one dated April 23, 1984, and adopted by the School Committee; and several additional letters and memoranda, all included in volume II of this report. Monitors also interviewed appropriate central office personnel.

OBJECTIVE

1. To determine whether the 20% Black requirement for teaching and administrative positions continues to be met.

FINDINGS

PERCENTAGE OF BLACK TEACHERS AND ADMINISTRATORS

	REPORT #1 (6/83)	REPORT #2 (2/84)	CURRENT FINDINGS
TEACHERS	20.46	20.30	20.85
CATEGORY I ADMINISTRATORS	21.14	21.14	22.76
CATEGORY II ADMINISTRATORS	21.76	NOT MONITORED	24.44

Source: Boston Public Schools (Report to the United States District Court on the Number of White, Black, and Other Minority Teachers and Administrators, March 19, 1984).
(221)

QUESTION:

Are acting administrative appointments being used to circumvent the requirement for 20% black administrators (both categories)?

FINDINGS

Problems with acting appointments will be discussed below, but it is clear from the statistics already reported that appointments to an "acting" rather than "permanent" status are not being used to evade the 20% requirement.

OBJECTIVE

2. To determine whether the required procedure for administrative ratings has been followed in all cases.

QUESTION:

How many ratings have been conducted during this monitoring period?

PREVIOUS FINDINGS:

Report #1: (not monitored)
Report #2: Seven, two completed ratings

FINDINGS

(152,162)

Of the seven ratings being conducted in the last reporting period, two more were completed. Since that time, four more have been scheduled, but none completed. For all practical purposes, the promotional rating system described in the court's orders is not being used by the Boston Public Schools. Almost all administrative appointments are on an acting basis; there are now approximately 350 acting administrators in Boston, out of a total administrative staff of 710.

(173-188)

OBJECTIVE

3 .To assess the affirmative action efforts of the School Department to reach the goal of 25% Black teachers and administrators.

STATUS

As reported previously, the School Department is filling vacancies from the recall list, as specificially allowed by the court. Nonetheless, as reported above, the percentage of Black teachers and administrators is slowly increasing.

OBJECTIVE

4.To assess the best efforts of the School Department to increase the percentage of other minority teachers and administrators.

QUESTION:

Have the percentages of other minority teachers and administrators increased?

PREVIOUS FINDINGS

Percentage of Other Minority Teachers and Administrators

	REPORT NO. 1	REPORT NO. 2	CURRENT FINDINGS
Teachers:	8.25%	8.54%	8.42%
Category I:	1.63%	2.44%	3.25%
Category II:	4.01%	Not Monitored	5.72%

FINDINGS

The percentage of other minority teachers on March 15, 1984, was 8.42%, a slight increase over a year ago, but a slight decrease since the last monitoring period. The percentage of other minority administrators has increased significantly, however, to 3.25% in Category I and 5.72% in Category II.

(221)

QUESTION:

What affirmative action and recruitment activities have taken place?

FINDINGS

Volume II contains a copy of a report of the recruitment specialist recently hired by Boston's Department of Personnel and Labor Relations. While there are as yet no substantial results of these recruitment efforts, they appear to the monitors to be positive and appropriate steps towards an effective minority recruitment program.

(153-156)

SPECIAL NOTE

On May 2nd, 1984, Counsel for the School Committee informed the Department of Education that the School Committee had approved a request for modification of the orders requiring a promotional rating system. Such a modification had been recommended in Report No. 1. The specific terms of any modification will have to be determined through the court-established procedure, but the request for such a modification is a very positive step. At present, the School Department's refusal to use the promotional rating procedure, and to make acting appointments instead, has in effect excluded parents and teachers from the process by which administrators in Boston are chosen. (172)

SPECIAL DESEGREGATION MEASURES

MANDATE

Special desegregation measures at specific schools shall be implemented according to the orders of May 3, 1976, pages 20 to 25; May 6, 1977, pages 25 and 43 - 44; March 21, 1978, page 6; and the Bench Order of April 20, 1982 regarding the Hispanic Bilingual Program, Charletown High School.

OBJECTIVES

To determine whether all measures required by the Court continue to be carried out.

To determine the effectiveness of all continuing special desegregation measures.

To determine compliance with all terms of voluntary measures with respect to special desegregation which have not been formalized as court orders, and with all terms of special desegregation measures arrived at pursuant to the process of dispute resolution.

1. RECRUITMENT

QUESTIONS

It is a commonplace of civil rights implementation that strict compliance with legal requirements should be matched with <u>active efforts</u> to achieve the purpose of those requirements.

In other desegregating school systems in Massachusetts "active efforts" have focused on program development in individual schools and on outreach to prospective parents and students, including those who might otherwise select a non-public school.

The First Report expressed concern about school-level efforts to reach the parents of students newly-assigned to "special desegregation" schools, and thus to increase the likelihood that White enrollment would meet Court-established goals. The failure of Madison Park and English High Schools to attract students of all racial/ethnic groups also required priority attention.

The basic conclusions were that "the assignment <u>process</u> was carried out appropriately, but the assignment <u>outcomes</u> are not satisfactory in all cases," leading to a need to "strengthen the attractiveness" of many schools and to "follow up on assignments by energetic outreach."

Have new program development and recruitment efforts been implemented to improve compliance with desegregation goals? Is there evidence that they have been effective?

PROCESS

Discussion with Senior Officer for desegregation; review of recruitment materials developed by Department of Implementation.

FINDINGS

In a review of White enrollment trends, Report No. 2 pointed out that many schools lost a high proportion of the White students assigned to them for first grade. Twenty schools were identified which showed "promise of coming into compliance without mandatory reassignments," through "program development, communication with parents, and measures to create a safe and positive learning environment in each school."

The Department of Implementation undertook a variety of activities this Spring to encourage school-level recruitment. These included: (286)

a. printing mailing labels for students who live in the geocodes for certain schools but do not attend the Boston Public Schools, so that these schools could send direct mailings to prospective students; and

b. reminding administrators of the concern, expressed in the Board's Reports to the Court, about recruitment to schools which are not in compliance with Court requirements.

Efforts at the school level range from sending a general letter of information, perhaps including an open house or an invitation to visit the school, to sophisticated efforts to communicate an educational commitment and direction, in the case of the Shaw elementary and Dorchester and English High Schools. (287-289)

Successful recruitment efforts obviously rely upon having something to communicate about, and must reflect a year round effort to be responsive to educational needs and to parent concerns. Again and again monitors were told that "word of mouth" was the best recruiter, that satisfied parents could best convince other parents. In this sense, "recruitment" must begin the first week of school, and include many outreach and communication efforts which show no immediate results.

2. SPECIAL DESEGREGATION RECRUITMENT

QUESTIONS

Report No. 2 found little evidence of program development or recruitment designed to increase with desegregation requirements in the "special desegregation" schools, with the exception of the Shaw Elementary School and Dorchester High School. What efforts were made between December 1983 and May 1984 to increase the likelihood that these schools will be in compliance?

PROCESS

Review of recruitment materials provided by special desegregation schools; review of student preferences and projected enrollment for 1984-85. Monitoring visits to schools.

FINDINGS

In each special desegregation school the history of non-compliance has involved enrollment of too few White and/or too many Black students. Compliance could thus be achieved by assigning fewer Black students, as was initially proposed with Burke High School last Spring. While this may be appropriate in some instances, there are obvious problems: to the extent that the "special desegregation" school can offer a sound or superior educational opportunity, a limitation of Black enrollment frustrates a major purpose of desegregation, to improve opportunities for minority students. In addition, the students who are not assigned must be assigned to another school, and this may worsen compliance in the receiving school. Finally, the assignment provisions of the Plan limit the schools to which a particular student - especially at the elementary and middle school levels - may be assigned.

Less objectionable is the approach of encouraging Black students (or potential students) to express a preference for a District IX city-wide school or program, and to give preference to such applications in the assignment process. The fact that far fewer Black students express a first preference for Burke or Dorchester High School, for example, than must be assigned to those schools has made it possible to limit the assignment of Black students without in any sense denying them a desired opportunity for the sake of desegregation compliance. Similarly, only 38 Black students have been assigned to the ninth grade of Jamaica Plain High for 1984-85, contrasted with 124 assigned for the current year, but in fact only 20 Black students gave Jamaica Plain as their first choice, so desegregation progress can be made without denying admission to this school; in fact, the number of involuntary assignments to the school will be reduced substantially.

This approach has not been used with Burke and Dorchester this year; the number of Black students assigned originally to these schools has increased from 60 at this time last year for 1983-84 to 230 for 1984-85. This is actually lower than the 285 Black ninth graders enrolled in the two shools as of November 1983. It appears that a realistic number of students has been assigned initially, and a number which will make it at least possible for both schools to be in compliance in the Fall. Whether compliance is in fact achieved depends, in part, on the number of late assignments and promotions of Black students; a substantial growth in Black enrollment could place either school out of compliance.

The other approach to desegregation compliance is to increase the number of White students attending each "special desegregation" school. Such students could (a) be persuaded to attend the school in preference to a non-public school, or (b) be required to attend the school instead of a preferred magnet school. Needless to say, neither approach is fool-proof. In some neighborhoods and some families attendance in a particular non-public (usually parochial) school is a matter of both tradition and conviction, predating desegregation. Public educators must accept such choices, even while making a better effort to present the advantages which a particular public school can offer.

On the other hand, interviews identified a number of White parents who had no particular commitment to a non-public school, but had not been convinced that the public schools could offer an equivalent educational environment. Few had actually visited a Boston public school or received information about the schools.

It is these parents who can and should be reached, not only to increase desegregation compliance but also to increase the long-term support for the public schools.

In this respect, the effort of the Department of Implementation, this Spring, to encourage contact by school leadership with parents of non-public school students was an important step and one deserving commendation. Sets of address labels were printed and sent to each school which requested them, and some which did not. Examples of the letters which were sent out by special desegregation schools are included in Volume II. Though of obviously uneven quality and appeal, these letters represent a start to "telling the story" of what the Boston Public Schools can offer at the level of the individual school, which is of course the primary concern of parents. The other approach to increasing White enrollment is to deny magnet school assignments to White students who would otherwise attend their geocoded "special desegregation" school. While this approach has an obvious logic - why allow magnet schools, many of which have an excess of White

applicants, to complicate the problem of desegregation compliance in community district schools? - it is not without difficulties. Will the White students denied a place in a magnet school actually attend the district school, or will they simply leave the public schools altogether? Unless the district schools can be seen as a desirable choice, they may benefit little from a restriction of magnet assignment.

It is clearly important to find ways to increase White enrollment in special desegregation schools which minimize the difficulties which have just been identified. Probably the best approach is to seek to invest each special desegregation school with the aura of distinctiveness and high morale which make magnet schools an attractive alternative to so many parents. Extensive monitoring experience with magnet and non-magnet schools in Boston and other cities has demonstrated that the essential differences are in the perception which school staff and parents at magnet schools have that they are engaged in a dynamic process of mutual influence and school improvement. The fact that the magnet school is chosen is a key element in this perception and the high morale which flow from it. Every school, in Boston, is a "school of choice" in the sense that parents and students have the opportunity to choose it or choose against it. The challenge for special desegregation schools, within the constraints of the present geocoding, is to begin to operate like schools which have something distinctive and important to offer.

It is clear that some are doing so. The impact of program development and recruitment measures undertaken since Report No. 2 will not be measurable until the Fall, but the monitors were impressed with efforts to strengthen Dorchester and Burke High Schools, with attention both to new programs and also to the educational basics and school climate.

What is still lacking, however, is a coordinated approach which uses information on parent and student preferences to develop attractive programs and then to present them convincingly to those who are not firmly committed to non-public education. Such a strategy, already in place in several Massachusetts cities, provides information to school staff on the most fruitful forms of program development, supports program and staff development, and coordinates public information and recruitment. While a supplement and stimulus rather than substitute for school-level initiatives, such a developmental approach can make the difference between compliance with the letter of desegregation orders and successful desegregation which strengthens educational opportunities for all students.

3. IMPACT OF NON-PUBLIC AND MAGNET ENROLLMENT

QUESTION

Report No. 2 noted the difficulties caused for desegregation by the large number of White students attending non-public schools, especially after kindergarten. Note has also been made of the impact of attendance in magnet schools, which may have a disproportionate impact upon certain district schools, including "special desegregation" schools. To what extent are special desegregtion schools competing with non-public and with city-wide public schools?

PROCESS

The number of Black, White and Other Minority students residing in the geocodes assigned to each elementary special desegregation school and attending kindergarten and grades 1-4 in Boston Public Schools and in other schools (parochial, other non-public, and suburban public) was compared with the number attending the special desegregation school. The proportions attending the latter, attending other Boston public schools (presumably magnet), and attending non-(Boston)-Public Schools were calculated.

FINDINGS

A very substantial proportion of the White students residing in the geocodes assigned to the elementary special desegregation schools do not attend those schools for grades 1-4:

White Students Grades 1-4	Ellis	Lee	Shaw	Emerson
Attending District School	21	48	41	22
Percent of all stidemts	9%	11%	23%	14%
Attending other Boston public school	43	30	11	10
Percent of all student	19%	7%	6%	6%
Attending no-Boston public school	166	363	127	129
Percent of all students	72%	82%	71%	80%

a. Only the Shaw enrolls as many as one in four White elementary students in the geocodes assigned to it, supporting the conclusion of Report No. 2 that the Shaw does the most effective job of reaching out to parents to encourage the attendance of their children.

b. The Ellis is strongly affected by the competition of magnet schools, with two-thirds of the geocoded White students assigned to the school attending other Boston public schools. This presumably reflects the popularity of the Curley and Trotter schools in Jamaica Plain. For comparative purposes, note that 16% of White elementary students in Boston (20% exclusive of East Boston) attend magnet schools; among special desegregation schools only the Shaw, with 21% of the students in its geocodes attending magnet schools, is in this range.

c. The Lee, drawing White students from West Roxbury, and the Emerson, drawing White students from South Boston, are particularly affected by non-public (presumably parochial) school attendance, amounting to four out of five White students in their geocodes. By comparison, total White enrollment in non-public schools located in Boston is slightly above total White enrollment in the Boston Public Schools (see Report No. 2 section on White Enrollment Trends); one would thus expect 50-55% of the White students in these geocodes to attend non-public schools.

d. The Ellis and Lee have fourth grade advanced work classes which draw White students from other geocodes, so that in fact the figures above give too favorable a picture of the ability of the two schools to hold their geocoded White students. The Shaw and the Emerson, on the other hand, send fourth graders from their geocodes to advanced work classes in other schools, and thus actually do somewhat better than these figures suggest.

e. How desegregated could these schools be, given their present geocodes? If all students living in those geocodes grades 1-4 attended their district public schools (and leaving aside the question of capacity), the Ellis would be 45% White (vs. the present 8%), the Lee would be 70% White (vs. 22%), the Shaw would be 55% (vs. 28%), and the Emerson would 51% (vs. 24%).

How is Black enrollment affected by the competing options for grades 1-4?

Black Students Grades 1-4	Ellis	Lee	Shaw	Emerson
Attending District School	124	155	101	34
Percent of all students	60%	90%	80%	39%

Black Students grades 1-4	Ellis	Lee	Shaw	Emerson
Attending other Boston public school	41	*	5	39
Percent of all students	20%	*	4%	53%
Attending non-Boston public school	41	15	21	15
Percent of all students	20%	10%	17%	17%

* more Black students attend the Lee than live in its geocodes.

a. The Ellis loses a high proportion of Black students to other options for grades 1-4, including both magnet schools (20% of Black enrollment) and non-Boston-public schools (20% of Ellis geocodes). It is possible to speculate that this reflects the Metco program and also the strong Black enrollment in St. Joseph's and several other parochial schools, as discussed in Report No. 2. Note that the Ellis has an advanced work class which draws in Black students in the fourth grade from other geocodes, so that the actual loss is larger than these figures indicate.

b. The Shaw loses very few Black students to magnet schools or to fourth grade advanced work class), which speaks well for its attractiveness. On the other hand, the Shaw loses 21 Black students to Metco and/or the nearby Adventist and parochial schools.

c. The Emerson loses a substantial number of Black students - more than it retains - to other Boston public schools, some of them perhaps to advanced work classes, others to magnet schools. Other students are lost to non-Boston public school options, including Metco and/or St. Patrick's and other schools.

d The Lee actually enrolls more Black students than live in its geocodes, presumably because of its advanced work class, which enrolls 46 Black students. It is impossible to determine how many Black students living in its geocodes attend magnet schools, but the number is presumably small. Only 15 Black students are in Metco and/or non-public schools.

It is not possible to provide a similar analysis of Other Minority enrollment from the geocodes assigned to these schools, because of the distorting effect of bilingual program assignments. The proportion of Other Minority students living in the geocodes of

these special desegregation schools who attend non-Boston public schools ranges from 14% for the Lee to 9% for the Emerson, 8% for the Ellis, and none for the Shaw.

In summary, non-public school enrollment has a very substantial impact upon White enrollment in all four schools, though not to an equal extent, as does attendance in magnet schools. The advanced work classes located at two of the schools do not seem to make a significant difference. Overall the Shaw does the most effective job of holding its White students, with only one out of five attending a magnet school or advanced work class, followed by the Emerson, the Lee, and the Ellis, with two out of three attending a magnet school.

Black enrollment is much less impacted by non-public school enrollment, though this is not insignificant.

In assessing the impact of recruitment measures undertaken since the First Monitoring Report and over the coming summer, we will compare the 1983-84 enrollments for kindergarten through grade four with the 1984-85 enrollments for first through fifth grade, to determine what proportion of all students, and especially White students, are attracted to or retained in their district special desegregation school.

Black enrollment is much less impacted by non-public school enrollment, though this is not insignificant.

In assessing the impact of recruitment measures undertaken since Report No. 1 and over the coming summer, we will compare the 1983-84 enrollments for kindergarten through grade four with the 1984-85 enrollments for first through fifth grade, to determine what proportion of all students, and especially White students, are attracted to or retained in their district special desegregation school.

4. PROJECTED COMPLIANCE

QUESTIONS

Do the assignments for 1984-85 make it likely that special desegregation schools will be in compliance with the Court-ordered enrollment ranges?

PROCESS

For each special desegregation school, the number of White students assigned at each grade for 1983-84 was compared with the actual enrollments for November 1983; the resultant "shrinkage" rate was then applied to the proposed enrollments for 1984-85 to permit a projection of the November 1984 enrollments. Both the proposed White proportion and the projected White proportion for 1984-85 were compared with the "ideal" proportion of White enrollment.

FINDINGS

The Ellis School would be in ideal compliance (18% White) if all assigned White students attend in the Fall. Based upon "shrinkage" in 1983, however, the school is projected to be 50% below the ideal. If more than 33 White students are in attendance in November 1984, the Ellis will be able to claim improvement in its ability to retain assigned students.

The Lee School would be 10% above the ideal (32% vs. 29% White) if all assigned White students attend in the Fall. Based upon projected "shrinkage," the school will be slightly below the permitted range for White enrollment, though not as much so as this year (66% of the ideal this year, projected 72% of the ideal next year). If more than 79 White students are in attendance in November 1984, the Lee will be able to claim improvement.

The Pauline Agassiz Shaw School would be 48% above the ideal (31% vs 21% White) if all assigned White students attend in the Fall. Based upon projected "shrinkage," the school should still be slightly above the ideal and well within the permitted range, as it is also this year. If more than 44 White students are in attendance in November, the school will be able to claim improvement.

The Emerson School would be well below the permitted range for White enrollment even if all assigned White students attend in the Fall (19% vs 35% ideal). The school experienced little "shrinkage" from what was a low level of White assignments in 1983, and is projected at 18% White for the Fall. If more than 27 White students are in attendance in November, the school will be able to claim improvement. In this case as in the others, of course, additional White students might be assigned as they enter the system over the next months.

The Robert Gould Shaw School would be substantially below the permitted range if all assigned White students attend in the Fall (23% vs. 36% ideal). In 1983 the White enrollment improved slightly over the number assigned, and a similar performance this

year should raise the White proportion to 26%. If more than 65 White students are in attendance in November, this will represent improvement over the 1983 retention rate.

The Thompson Middle School would be below the permitted range if all assigned White students attend in the Fall (17% vs. 24% ideal). "Shrinkage" was substantial in 1983, and projected White enrollment is 12%. If more than 44 White students are enrolled in November, this will represent improvement in the retention rate.

Burke High School would be just within the permitted range for White enrollment (14% vs. 18% ideal) if all assigned White students attend in the Fall. Additional assignments last summer brought an improvement over the projected number; if this is repeated, the school should be slightly below the ideal in the Fall. If more than 108 White students are in attendance in November, the school will have improved its retention rate. Since much of the improvement last summer depended upon action by the Department of Implementation, it is perhaps unfair to place too high an expectation upon the school's own efforts beyond retaining the students already assigned.

Dorchester High School would also be just within the permitted range (14% vs. 18% ideal) if all assigned White students attend, and a "shrinkage" rate similar to last year's would produce a slight improvement. More than 123 White students in attendance in November would represent progress. The primary difference is that Dorchester operates a number of magnet vocational programs for which it is permitted and encouraged to recruit city-wide; Burke has nothing to compare with this opportunity to attract White students.

In 1983 a total of 633 White students were assigned to these eight schools, and 527 were in attendance in November, for a "shrinkage" rate of 17%. This Spring 612 White students have been assigned to attend next Fall; more than 512 White students in attendance in November will represent overall progress in retention and supplemental assignments.

In summary, the Ellis, Lee and Shaw Elementary Schools and Burke and Dorchester High Schools have been assigned enrollments for 1984-85 which appear within or above the permitted range for White enrollment, but projections based upon 1983 "shrinkage" show only the Shaw and the two high schools in compliance. In the Fall it will be possible to assess whether program development and recruitment measures (together with additional assignments) have in fact improved the ability of these eight schools to achieve the desegregation requirements set by the Court.

5. JEREMIAH E. BURKE HIGH SCHOOL

MANDATE

Draft Order of November 6, 1981: With respect to Burke, the Department of Implementation shall prepare three plans: a curricular program plan, a facility improvement plan, and a plan for staffing which fits the curricular program for Burke High School.

o CURRICULUM AND STAFFING

QUESTION

Are curriculum revisions and staffing patterns consistent with the special desegregation plans submitted to the Court?

PROCESS

Two monitoring visits; interviews with Headmaster; review of parent comments.

FINDINGS

During the last phase of monitoring, the Headmaster stated that the Burke's computer program was doing well, but that the originally-planned Communication Arts program had been reduced to a Theatre Arts program supported with 636 funds.

(320-321)

The Department of Education recommended that, in light of the reduced scope of the Theatre Arts and the "computerization" of most Boston schools, the Burke should develop a new magnet program to enhance the ability of the school to attract students.

During this monitoring period the Headmaster reported that his goal is to strengthen and expand the school's computer program. He himself is taking computer classes, and is learning firsthand the complexities and potential pitfalls associated with developing a computer program.

He believes that the Burke's program is developing satisfactorily (there are already 12-14 trained staff, and Burke students are at the forefront of the Urban Scholars' Program at U Mass), but does not want to proceed hastily.

His immediate objectives are to establish a computer software library and to train staff in the software already available at the school, which includes software in virtually all the subject areas. Since their excellent "computer liaison" from U Mass has moved to a new position, he is using 636 funds to hire a consultant.

The Headmaster wants to obtain some IBM PC's because the Burke's business partner, New England Life, uses them (New England Life employs 30-60 Burke students every year). Given the Apples and DEC's already in place, the Burke would be able to train students on most of the computers used by businesses.

The Headmaster's goal is to ensure that each student who graduates from the Burke is computer literate. This year, the Burke has focused particularly on developing computer literacy classes for special needs students.

He realizes that "Computer literacy" does not suffice as a magnet theme, and is considering expansion of related curriculum areas. He would like to develop a pre-engineering/math specialization, but knows it will be difficult. The math scores of students entering 9th grade in District V are among the lowest in the city. This approach would require significant changes in teaching staff.

The programs available, while improving, still do not constitute an effective magnet offering which could draw students for whom other high school options are available.

o **CAPITAL IMPROVEMENTS**

QUESTION

Previous Reports noted delays in carrying out the facility improvements cited in the plan submitted to the Court. Have these now been undertaken and completed?

PROCESS

Review of written documents submitted to monitors for school facilities, and on-site observation.

FINDINGS

Facility improvement at the Burke has not yet begun and is a full year behind schedule. As of April 25, the bid had been awarded to a general contractor. Actual work is scheduled to begin in June, and to finish by the end of the summer. Monitors were informed that these delays have continued to have a serious impact upon staff, student and parent morale.

o **RECRUITMENT AND RETENTION**

QUESTION

Is the school effectively recruiting students, and are students being retained?

METHOD

Interview with Headmaster; review of student applications for ninth grade assignments.

FINDINGS

Burke High School is working closely with its business partner to develop an attractive and informative brochure that will include an expression of interest form.

Improved attendance has been a major priority for the school this year. The Headmaster has been experimenting with several approaches, and expressed interest in a system-wide colloquium on this topic.

To date, no major recruitment efforts have been undertaken. There was no increase in the number of White students giving Burke as first preference for 1984 over 1983. The Department of Implementation has assigned additional white students, and currently projects compliance with the Court-ordered enrollment ranges in 1984-85.

The Headmaster expressed concern about the school's ability to mobilize resources effectively for continuing improvement in light of the large number of 502.4 LA/B students assigned to the Burke, and the prospect of a substantial increase. The monitors analyzed the assignment patterns of substantially separate LA/B students and found that the number of .4 LA/B students assigned to District V is disproportionately high, relative to the District's share of high school students (see Figure 1).

6. DORCHESTER HIGH SCHOOL

MANDATE

Draft Order of November 6, 1981: "With respect to Dorchester, the D.I. shall conduct an assessment of the curricular, physical plant and staffing needs of Dorchester High School for the 1982-83 school year and shall file a report of the results of such study, including recommendations for change."

In May 1982 Superintendent Spillane submitted his plan for facility and program improvements.

o CURRICULUM AND STAFFING

KEY QUESTION:

Are curriculum revisions and staffing patterns consistent with the special desegregation plans submitted to the Court?

METHOD

Two visits to the school and to individual programs, and interviews with the Headmaster.

FINDINGS

Last year, monitors found that the curriculum had been strengthened by adding an ROTC instructor/program and by developing a Health Careers Magnet program, although transportation problems threatened to jeopardize the latter. Staffing problems were weakening the cooperative Magnet Shops, and plans were being discussed to remove the shops from Dorchester High.

(322)

It was recommended that the School Department (1 review this potential removal for its impact on the desegregation of the high school, (2) provide staff for the operation of the cooperative education program, and (3) resolve the transportation difficulties of the Health Careers Magnet.

During this monitoring period, it was found that most of these problems are being or have been resolved.

The magnet shops have now been established permanently at Dorchester, and are being expanded. The Director is planning a program of several clusters (house carpentry, urban retrofit,

furniture repair and refinishing, upholstery and draperies and painting and decorating). In addition, each vocational student will take classes each year in entepreneurship: general business, typing, marketing and advertising.

Two new teachers have been promised for this program, and there are negotiations to improve supervision of the cooperative education program.

Transportation is now provided to take Health Careers students to their observation sites. The Directors of the program, which has benefitted greatly from the cooperation of Carney Hospital, believe the clinical observation component has been quite successful. Students experience the routine work of various jobs, including their less pleasant aspects, and learn first-hand the educational requirements necessary to advance beyond low-skill/low-pay jobs. Next year, the second year students will receive long-term observation-site assignments, which could become jobs for the non-college-track students.

A second staff person has been added to the ROTC program. The sergeant-major (the first Black member of the ROTC staff) has been received as favorably as the commanding officer was. The program has retained all its students (except one who left for health reasons), and is proving to be an attraction for the school.

o **CAPITAL IMPROVEMENTS**

QUESTION

To what extent have the facility improvements cited in the plan submitted to the court been undertaken and/or completed?

PROCESS

Review of written plans submitted to the school facilities monitor, and on-site observation.

FACILITIES

The improvement of Dorchester High facilities is more than 40% complete. The final phase should commence June 1 and be completed by the end of the summer.

o **SAFETY AND SECURITY**

QUESTION

Dorchester High School has experienced safety and security problems. Are these concerns being resolved?

PROCESS

Consultation with the monitor for safety and security, and on-site observation.

FINDINGS

According to the Headmaster, the internal security of the buildings has been as good this spring as it was last fall; there have been no significant problems.

Problems persist outside the buildings that may deter students from attending. In particular, there is a field that must be crossed to get to school in which students, especially white students, are sometimes harassed.

On one monitoring visit an incident involving unauthorized visitors was observed; it was handled effecively by security staff.

o **RECRUITMENT**

QUESTION

Is the school effectively recruiting students?

METHOD

Interview with the Headmaster; review of recruitment materials. Review of student applications for ninth grade.

FINDINGS

Dorchester High undertook an ambitious recruiting effort this year. A recruiting team, which included a ROTC student in uniform and a Health Careers student with a program badge, visited middle schools. An attractive brochure, "Home Improvement", about the new magnet was among the materials distributed. Individualized follow-up letters, prepared on the school's new word processor, were sent to 300 students who expressed interest in Dorchester.

Despite these efforts, only four White students expressed a first preference for a Dorchester magnet program, and it is clear that continuing efforts will be needed. On the other hand, a number of White students expressed the preference to remain in the programs, and the recruitment efforts may well assure that more White students who are assigned involuntarily actually enroll in the school in September. On the basis of projected enrollment the school will be in compliance.

The number of Black students who gave a Dorchester magnet program their first preference for 1984-85 doubled from 12 to 25 this year.

7. EAST BOSTON HIGH SCHOOL BUSINESS MAGNET

MANDATE

Order of May 3, 1976: "East Boston High shall . . . be desegregated in accordance with plans to be formulated by the parties and submitted to the court."

QUESTION

What is the curriculum of the Business Magnet Program and does it comply with the Court-approved plan?

PROCESS

The monitor corresponded with and met with the Headmaster of East Boston High School and District VIII Superintendent.

FINDINGS

The last report found the Business Magnet to be a weak program that suffered from neglect by the School Department. There were no teaching or administrative staff assigned full time; the Director of the Program is also Chair of the Business Department, and the Business Magnet teachers are also Buisness Department teachers.

(322-333)

No special support services were provided to the Business Magnet students, most of whom are minority students from outside District VIII. No staff were specially assigned to develop cooperative (work site) experience or job placements. No seats were reserved (as promised) in a post-secondary business education institution.

The curriculum had not been systematized, and the Magnet's earlier affiliation with Salem State College had languished.

The monitors commenced this phase of monitoring by requesting in writing a written response from Boston to its previous monitoring report. (See attachment #1.) The Headmaster responded with a lengthy letter that described a number of improvements (both planned and already accomplished) for the Magnet. A meeting was subsequently held between the monitor and the Superintendent of District VIII, the Headmaster of East Boston, and the Director of the Business Magnet.

The school officials showed evidence of commitment to improving the quality of education at East Boston High School, have begun developing a comprehensive plan, and have started implementing some of its components. A major portion of the meeting centered on strengthening the desegregative component of the Business Magent.

Unfortunately, the scope of potential improvements is limited, at present, to the resources of District VIII. Central office has not, as yet, made any effort to promote compliance with the Court orders at East Boston High School and attempts to support District VIII have been limited (see paragraph below on computers).

The changes already implemented by East Boston High School are described in the attached letter from the Headmaster. They are:

- Downgrading Reprographics from a major to a one-semester course.
- Consultation with Dr. Sperber of Boston University and investigation of an affiliation with Fisher Junior College.
- Boston's Director of Computer Education is responding favorably to the high school's request for 20 Apple computers to be used exclusively in the Business Department.
- There have been four training sessions for high school staff in computers presented by Salem State College.
- A guidance Counselor has been assigned to the Business Magnet to improve work-site and job placement.

The plans for long-range curriculum improvement at the high school would also affect the Magnet. These plans, which are still in the development stage, focus on a 9th and 10th grade core Curriculum

that would satisfy most of the School Department's new graduation requirements as well as ensuring a solid foundation in basic skills.

Several elements are necessary to strengthen the Business Magnet:

1. **Support services for students, especially for freshmen**

   Most of the Magnet students are minorities unfamiliar with, and perhaps apprehensive of, the community of East Boston. The plan for the Business Magnet originally included a support component with guidance and multicultural aspects. This commendable plan should be revived and refined.

2. **Placement**

   It is essential that a magnet vocational education program provide students with opportunities for work-site experience related to their training, and assistance in obtaining employment. A program with several hundred students should have a full-time staff person assigned to job development, placement and, possibly, career counseling.

3. **Opportunities for Higher Education**

   East Boston High School administrators have long been aware that a number of magnet students develop an interest in higher education after coming to their school. The educational goals of some of them can be accommodated by transfers into the regular program at the high school, the procedure for which has recently been facilitated by the Department of Implementation.

   However, there will be other students who want a business education that prepares them to continue their studies after graduation. It is important that the business magnet open this option to the students recruited to the program; otherwise, the "magnet" will be closing off educational options for its students.

   There are numerous alternatives. A college-oriented business management major could be developed. Some or all of the existing majors could be expanded to include a college-oriented level as well as a clerical and secretarial level.

Of course, all of this will require additional funding. At this point, East Boston High School is not only not receiving any funds or staff to improve the Business Magnet, but it is also losing four staff positions. Furthermore, central office has done little to assist District VIII in obtaining grants or other funds from

external sources. For example, federal Vocational Education Act (P.L. 94-482) funds could be used to develop virtually all the improvements described above, but central office has not given East Boston High School the opportunity to apply for these funds. The high school receives Chapter 636 (state desegregation) funds for a reading program which serves most ninth graders; none of these funds are used to strengthen the Business Magnet.

Reforms of the Business Magnet are long overdue. The administration of District VIII and East Boston High School appear to have begun those reforms that can be accomplished at the district level. Their scope will be seriously circumscribed without support from central office.

o **RETENTION AND JOB PLACEMENT RATES**

QUESTION

What are the retention rate and the job placement rate of the Business Magnet?

FINDINGS

Regular monitoring revealed that no systematic records were kept for the Business Magnet students, so that it was impossible to obtain reliable information regarding retention and placement rates. Monitors again tried to obtain these data, and they are still not available.

However, the Headmaster has responded--in the absence of additional funds or staffing--by assigning one of the high school guidance counselors who will maintain records for Magnet students (transfers, departures from program, placements).
The Headmaster has stated that he will need additional data from the Department of Implementation to keep proper records of the Magnet students.

o **ASSIGNMENT AND TRANSFER POLICIES**

QUESTION

How has Boston reevaluated its assignment and transfer policies between the Business Magnet and the rest of East Boston High School?

FINDINGS

The Department of Implementation submitted, in response to the last monitoring report, a written assurance that requests for transfers from minority students would be expeditiously honored.

During this monitoring period, the Headmaster has assigned a guidance counselor to manage the records of transfer requests.

o **PARENT/COMMUNITY MONITORING**

QUESTION

How effective is the parent/community monitoring required by the Court-approved plan?

PROCESS

The monitor conferred with resopesentatives of the City-wide Parent Council (CPC).

FINDINGS

During the last pohase of monitoring, the CPOC provided assurances that it would monitor the Business Magnet. The CPC has begun, for this monitoring period, a two-pronged effort: active oversight of Boston's management of the program and, simultaneously, organization of Business Magnet parents.

8. **ATTRITION AT THE EXAMINATION SCHOOLS**

QUESTIONS

1. The Department has been investigating the causes of high attrition rates among Black and Hispanic students at the exam schools as part of its monitoring of the court orders. During this monitoring report the Department focused on the students of the exam schools. The monitors inteviewed 135 students, using a 14-page questionnaire prepared for computer coding. What does this survey reveal about the causes of Black and Hispanic attrition rates at the exam school?

2. In Report No. 2, Boston's Advanced Work Class/Academically Talented Section Program was cited for inadequately preparing students for the examination schools. The report specifically cited: (a) an inappropriate selection process that relies on two test scores; (b) the lack of a specific, differentiated curriculum; (c) the lack of a teacher training program and a

specific staff evaluation process; (d) the lack of any links between the exam schools and AWC/ATS; and (e) a poorly coordinated and unsuccessful bilingual component.

3. In Report No. 2, the monitors cited the examination schools for several problems relative to the inadequate delivery of support services to Black, Hispanic and other students. Some of these problems were found to prevail at all three exam schools, and some were found only at particular schools. What has Boston done to provide appropriate and effective support services for Black and Hispanic students.

PROCESS

Because the Department's mandate concerned both students who have experienced trouble at the exam schools and minority students who have attended those schools, the students selected for interviews included a high proportion of both groups. Most were minority students (74%): 26% were White, 56% were Black, 8% were Hispanic and 10% were Asian. Forty percent of the 135 students had left an exam school before graduating. Many of them had experienced trouble while at an exam school: 76% had failed one or more classes, and 23% had been suspended. However, those interviewed included honor-roll students and students with exemplary discipline records. All 135 students are currently enrolled in a public school in Boston. We believe these in-depth interviews represent the best data available regarding students at the exam schools.

The monitors also talked and corresponded with the Director of the AWC/ATS and with the Headmasters of the examination schools, and made follow-up monitoring visits to all three schools to supplement visits during the last monitoring period.

FINDINGS FROM STUDENT QUESTIONNAIRE

The scope of this project was so extensive that it was not possible to analyze all the resulting data in time for this report. Consequently, this report focuses on the data concerning three topics: support services, support from family and friends, and school climate.

(344-362)
(363-376)
(377-402)

1. **Support Services**

Forty percent of the students who failed a class reported that no one offered to help them. The rate was the same at all three exam schools and for White and for Black and Hispanic students. A somewhat higher percentage of the students now in an exam school (67%) reported offers of help than did students who had left (54%), which may reflect recent improvements in support services at the exam schools.
(348-352)

2. **Support from Family and Friends**

The students reported a generally high level of support from families and friends for their efforts at the exam schools. There were some differences among the racial/ethnic groups. For example, 64% of the Black and Hispanic students said their friends thought going to an exam school was a good idea, compared with 77% of the White students. There was no perceptible difference between the responses of the leavers and the students still in an exam school on questions concerning friends' attitudes and parental help with homework.
(352-354)

3. **School Climate**

a. Students and Race

The students' responses were overwhelmingly positive (71%) when asked how people of different races and ethnic backgrounds got along at their schools, and about their own degree of comfort with the racial mix (81% said they were comfortable); these results must be qualified by noting that the students seem to have interpreted these questions as referring only to race relations among students. There was no noticeable difference among the responses of students who left an exam school and those who are still in attendance. A lower percentage of Black and Hispanic students responded favorably than did White students, and Tech and Latin Academy students were, proportionally, more favorable than Latin School students about racial climate.
(354-355)

b. General School Climate

Despite the students' highly favorable perceptions of race relations, their general attitudes toward their schools were negative; only 23% responded "positive" when asked to rate their schools, 32% were neutal, and 45% responded "negative." Surprisingly, the students who had left an exam

school were far more positive than the students who are currently enrolled (the percentage of positive responses was twice as high among levers as among current attenders). Again, minority students were more negative than White students, and Latin School students gave the highest proportion of negative responses.

(355-356)

c. Relations with School Staff

When asked what they like least about their exam school, students most frequently citd relations with school staff. In fact, it is the only factor examined in this report that provoked widely differing responses from leavers and current enrollees.

(356-359)

Although no question on the survey instrument directly asked students about their perceptions of staff, 87% of the leavers referred spontaneously to staff with "bad attitudes" and/or teachers with unsound teaching practices, compared with only 35% of the current enrollees. The highest proportion of such responses came from Tech (75%); 60% of Latin School and 42% of Latin Academy students made such references. More than half of the students from each racial/ethnic group made such references. A much smaller percentage of the students (15%) talked of racism among school staff. Twice as many minority students as White students, and twice as many dropouts as current enrollees, referred to such alleged racism

Several implications can be drawn from the responses of these students. First is the importance of early, coordinated intervention at times of academic and other problems. Individual students spoke enthusiastically of the effectiveness of school-initiated support. The overall impression, however, is that such intervention is isolated and haphazard at all three exam schools.

Second, this survey does not substantiate the hypotheses that lack of support from family and friends accounts for exam-school attrition, especially among Black and Hispanic students. To be sure, some students related that trouble with family or friends interfered with their ability to perform at school. In general, students of all races felt supported by family and friends. Leavers and currently enrolled students did not report any appreciable differences in such support.

The students' responses to school climate issues clearly differentiated between the atmosphere created by relations with other students, and that created by relations with school staff.

The critical students were selective, contrasting "good" and "bad"

staff in the same school. Students were also specific and functional in their criticisms, describing in detail the behaviors and attitudes they found discouraging or provocative, and the failure, in specific cases, to perform the functions of teaching, counseling or administration effectively.. It is doubtful that support services alone will be able to (or should be asked to) redress these internal problems, or that the high attrition rate will be significantly reduced until the problems are redressed.

The students we interviewed had high expectations of the exam schools, but many of them have been disappointed. Boston cannot afford to waste the talents of these bright and ambitious students.

FINDINGS FROM MONITORING

1. AWC/ATS

In response to Report No. 2 findings citing inadequacies in the Advanced Work Class and Academically Talented Sections (AWC/ATS), Boston has developed plans to remedy many of those inadequacies. Specifically, Boston has: (a) proposed an improved selection process for AWC/ATS which includes multiple criteria and citywide versus district-wide selection (this would have to be approved as a modification of existing Court orders); (b) begun to work on a differenciated curriculum through planning summer workshops, bringing in a national authority on curriculum development for gifted programs; (c) initiated some inservice workshops for AWC/ATS teachers; (d) initiated periodic meetings between Boston Latin School staff and AWC/ATS staff; and (e) begun to plan for improved services to the Spanish bilingual AWC/ATS, with the aid of a U.Mass/Boston proposal for Chapter 636 funds.

(334-337)
(337-a-e)

2. Support Services

In Report No. 2, monitors cited the examination schools for several problems of inadequate delivery of support services to Black, Hispanic and other students. Some of these problems were generally shared among all three schools and some were specifically found at particular schools. The general problems cited have been responded to as follows:

(339-343)

Problem Cited in Report No. 2	Actions Taken or Planned
a) Lack of a comprehensive early warning system for students with academic problems	a) Improved summer orientation programs and stronger outreach to improve attendance. Other changes noted at individual schools
b) Lack of a comprehensive structure for the delivery of basic support services.	b) Plans formulated at individual schools to reorganize counseling structure and other support services
c) Lack of a uniform procedure for exit interviews for Black and Hispanic students seeking transfers.	c) No uniform procedure evident, although some exit interviews are held at each school
d) Lack of appropriate summer school courses and of coordination between requirements for passing summer school courses and Latin School/Latin Academy make-up test requirements (necessary to receive course credit)	d) No apparent changes yet, but perhaps some greater effort to provide summer school instructors with Latin School and Latin Academy curricula and syllabi
e) Latin School and Latin Academy promotion policy which requires students not promoted to repeat even those courses they have passed	e) Monitors have not been informed of any change in this policy

The following is a summary of actions taken or planned at each examination school:

Boston Latin Academy

a) A major revision in the structure of counseling services is planned, the results of which should be evident in the Fall of 1984. This plan will include the use of teachers to provide some academic counseling.

b) While a full physical education program is not evident, students do participate in some physical activities or inside outside, as weather permits.

c) 235 students are served in 3 different tutoring programs: School volunteers, Project Assist, faculty-to-student.

d) A more refined and focused summer orientation program for incoming 7th graders.

e) 60 students will attend 3-week Shady Hill Summer School Program (instead of Boston Summer School Program).

f) A revitalized Mass PEP (Pre-Engineering Program).

g) A new computerized reporting system on student attendance (part of early warning system).

h) Plans for introduction of computer science courses in lower grades.

Boston Latin School

a) Plans to reorganize the structure of counseling services.

b) Plan for an after-school tutorial program staffed by Latin School teachers.

c) Shady Hill summer school for 7th graders, especially minority students having failed 2 subjects.

d) Planned addition of another reading specialist to provide remedial help. 143 students are currently served.

e) A revitalized Mass PEP.

f) 98 students tutored through school volunteers and peer tutoring.

g) 3 week summer orientation program (Summer Enrichment Program) for incoming 7th graders.

Boston Technical High

a) 30-45 limited English Proficient students receive language support services from 1 ESL (English as a Second Language) teacher.

b) 50 students served in peering tutoring program.

c) 3 additional counselors from the Human Services Collaborative will serve students daily in the fall 1984.

d) A study skills curriculum is being developed.

COMMENDATIONS

The efforts made by the Department of Implementation to encourage and assist principals of special desegregation and other schools in need of recruitment to identify and reach out to students eligible to attend those schools, including students not presently attending public schools.

The program development and recruitment efforts of Shaw Elementary School and English and Dorchester High Schools, and the efforts to improve school climate and program at Burke High School.

The measures taken by East Boston High School to improve the Business Magnet, including the assignment of a guidance counselor to improve student record-keeping.

The recognition of the need for major improvements in the AWC/ATS program, with a well thought-out plan developed by the AWC/ATS program director and support for some of the proposed changes.

Boston Latin School and Boston Latin Academy for beginning to plan for improvement of the presently inadequate structure of counseling services. All three examination schools for efforts to redress problems Black and Hispanic students face in completing programs in those schools.

RECOMMENDATIONS

1. Boston should make student recruitment efforts a clear priority for each school identified in the Second Monitoring Report as requiring school-level measures to improve desegregation compliance. Assistance should be made available as school staff clarify and present the educational strengths of their schools.

2. Facility improvements outlined for Burke to the Court in May 1982 have still not commenced, a full two years later; they should proceed on a priority basis.

3. The computer offerings at Burke should be developed into a coherent and attractive program, distinctive from those available in other high schools.

4. Additional staff support at Burke is essential if it is to continue to enroll a disproportionate number of LA/B substantially separate students with behavioral problems.

5. Safety must be improved for students walking to Dorchester High School.

6. Boston should support the development of the East Boston Business Magnet along the lines originally submitted to the Court, with a well-structured course of studies, appropriate staffing, learning objectives for each student, work-site experience and employment counseling, college preparatory opportunities, and coordination with other programs in the school. More support should be provided to freshmen and to minority students. Records should be kept of all transfers requested and of their disposition.

7. Boston should finalize plans for improving the Advanced Work Classes/Academically Talented Sections and provide both the resources and funds needed for its full implementation. More efforts should be made to provide a strong mandatory staff training program for all AWC/ATS staff, as well as an evaluation procedure tailored to their different performance expectations.

8. Boston should change the promotion policy at the Latin Schools so that students who are not promoted do not repeat those courses they have passed; coordinate summer school requirements with Latin School and Latin Academy make-up tests; and begin a uniform and centrally documented process for exit interviews for Black and Hispanic students desiring to transfer out of an examination school.

9. Remedial assistance (most of which is provided by peer tutors at present) is seriously inadequate at the two Latin schools. Boston needs to hire full-time, professional remedial teachers who should concentrate on meeting the needs of 7th, 8th and 9th grade students.

10. The survey found that minority students report attitudes on the part of some staff at the three examination schools which discourage them from persisting at those schools. Boston should undertake a systematic investigation of these problems, and develop and submit to the Department a plan describing in detail how they will be resolved. The generally good race relations among students should be used to create an atmosphere of support for Black and Hispanic students.

SPECIAL EDUCATION

MANDATE

Desegregation of special education programs shall be implemented according to the standards contained in page 5 of the Student Desegregation Plan dated May 10, 1975.

PROCESS

In monitoring objective 1, the monitors conducted on-site visits to 10 schools and interviewed 70 teachers. Additionally, monitors continued to review teacher certification waiver requests as submitted by Boston.

In the course of conducting teacher interviews, the number of students in each program and the age span of students by prototype, were verified against enrollment rosters.

In monitoring objectives 3 and 4, the Division of Special Education monitors, in consultation with the Bureau of Equal Educational Opportunity, secured from Boston further documentation for assigning special education students city-wide and, in particular, to substantially separate "high incidence" programs. In addition, monitors reviewed Boston's Corrective Action Plan in response to the Department's citation of over-representation of minority students in the 502.3 special education prototype. To follow up on objective 5, monitors randomly selected transportation complaints to determine resolution and to review the effectiveness of the Department of Student Support Services' complaint management system.

The Department will be conducting, during May and June, 1984, its annual approval on-site visits to Boston's 502.4(i) programs (substantially separate programs in a facility other than a regular education facility). Annual Program Applications for these programs have been received.

GENERAL FINDINGS:

The majority of problems identified in Report No. 1 for those 7 schools visited have been remediated. However, some findings and problem areas have not been corrected as recommended. The process for deploying substitutes has been modified. The State Board is also charged with monitoring under the Allen v McDonough case. A report was filed with the Massachusetts Superior court in February 1984.

OBJECTIVE

To determine whether there is a resource room and appropriate staff and materials in each school.

QUESTION

Does Boston have a resource room in every school?

STATUS

Prior documentation provided by Boston indicated the existence of a resource room in every school. However, on-site visits to Brighton and Dorchester High Schools and Mackey Middle indicated that 6 resource room teachers do not have classroom space provided which is at least comparable in all physical aspects to the average standards of regular education facilities. This problem was cited in the February 1984 report and has not been corrected. The Chinese Resource Room teacher now has a separate classroom for these bilingual students. The space problem at Charlestown High School has been remediated.

QUESTION

In Report No. 2, based upon a review of the roster for bilingual/special education staff, several teachers were identified by the monitors and Boston as needing updated or new waiver requests for 1983-84 school year. Monitors requested certification waivers for these individuals. Have problems with assignment of qualified staff, especially bilingual, been resolved?

FINDINGS

There are 75 bilingual/special education staff, 53 of whom are certified. In addition, 3 of the remaining 22 need to provide evidence of certification.

From November 1983 to February, 1984, Boston submitted certification waiver requests for 19 bilingual/special education staff, including 2 bilingual psychologists. In reviewing these waiver requests, the monitors recommended approval of 6. The remaining 13 waiver requests need further clarification or additional information submitted. It is anticipated that the majority of the 13 will be approved.

The lack of certified and/or certifiable bilingual/special education teachers and specialists is a major area of concern. Boston projects it will have between 16 to 23 vacancies for such personnel to recruit and fill for the 1984-85 school year. The inability to fill these vacancies with appropriately qualified staff will have a critical impact on special education service delivery to bilingual/special education students.

In addition to the above-noted bilingual/special education certification waivers, Boston also submitted 31 certification waivers for monolingual special education staff. Based upon a review of these waiver requests, monitors recommended approval of 11. The remaining 20 need further clarification or additional information. Further, there are 10 teachers who were granted third year waivers for the 1982-83 school year, for whom the Department needs evidence of certification.

Of the 70 teachers interviewed during the recent on-site visits, 4 need to submit evidence of their special education certification.

QUESTION

In Report No. 2, monitors noted that based upon site visits, there was minimal use of short and long term substitutes. In addition, Boston established, for the 1983-84 school year, a pool of 20 substitutes to be available on a day-to-day basis as needed. Does Boston have an adequate pool of substitute teachers to ensure special education service delivery?

FINDINGS

There are 2 methods of deploying substitutes. In response to the Allen vs. McDonough state court case, Boston has established a "pool of substitutes" to be assigned by the Department of Student Support Services, as needed, to address non-compliance issues under Chapter 766. The majority of these substitutes are deployed to serve as aides in an overcrowded class until an aide can be budgeted. In addition, Principals and Headmasters also obtain

short and long term substitutes through the Personnel Department for teachers who are on leave or absent due to illness.

The monitors requested a summary from Boston to explain the utilization of substitutes from the pool during the 1983-84 school year. In its April 27, 1984 response, Boston provided monitors with a listing of schools where these particular substitutes have been deployed. Boston also provided evidence of recruitment of substitutes via advertisements and circulars to colleges and universities. Boston further stated that as many as 32 substitutes from this pool may be deployed at any 1 time; that only 2 are special education certified and that none are currently long term substitutes.

During this round of on-site monitoring, 7 long term substitutes and 6 short term substitutes were identified. Only 1 of the substitutes possessed special education certification. Long term substitute coverage ranged from a maximum of 8 months to a minimum period of 4 weeks. These substitutes are not from the pool of substitutes.

Based upon on-site visits and teacher interviews, monitors are concerned that deployment of non-certified long term substitutes may have a negative impact on the effectiveness of delivering special education services. According to the Chapter 766 Regulations, major service providers are responsible for monitoring the student's progress, for writing progress reports, for participating in review and re-evaluation team meetings, recommending modifications to the Individualized Education Plans (IEPs), and writing goals and objectives on the IEPs. Teachers who do not possess the appropriate education, training and experience may not be prepared to deal with the special needs of handicapped students.

In addition, based upon Principal and Headmaster interviews, there appear to be differences as to how long term substitutes are acquired and assigned. Boston needs to provide further clarification regarding their long term substitute policies and procedures.

QUESTION

Report No. 2 indicated that there exists a process at each school for ordering supplies and materials. In addition, the Department of Student Support Services' Central Office has set aside $20,000 to purchase materials and equipment for new classes as a first priority. Does Boston have a system for ordering, distribution, inventory control, and budget maintenance for educational supplies and materials, which also ensures equalization of materials distribution?

FINDINGS

Based upon teacher interviews each school and district has a process for ordering supplies and materials, and a per capita allowance based upon the number of students attending a given school. The majority of teachers interviewed indicated they had adequate supplies and were familiar with the processes. However, specific problems persist, as previously noted in Report No. 2. The specific problems which continue are:

1. inadequate number of materials in Spanish, Chinese and
2. inadequate materials for new teachers to the system or teachers who have been transferred from 1 school level to another.

QUESTION

Have problems involving the mixing of different language groups in the same resource room, cited in both previous reports been resolved?

FINDING

The on-site visit to the Condon Elementary bilingual resource room indicates that there continues to exist the problem of mixing of Spanish and Cape Verdean special education students.

OBJECTIVE

II. To determine whether there are substantially separate classes in at least 3 schools in each district.

STATUS

This objective has been met and Boston remains in compliance.

OBJECTIVE

III. To determine whether out-of-district placements of special needs students are programmatically appropriate (in consultation with the Director of Equal Educational Opportunity for assignment implications).

QUESTION

Report No. 2 noted that in response to the citation of over-representation of minority students in the 502.3 prototype, Boston submitted on September 30, 1983, its Corrective Action Plan to address this matter. This Plan was approved by the State Department of Education.

Is Boston continuing to implement the Prima Facie Denial Action Plan under Massachusetts General Laws, Chapter 71B, Section 6, to address over-representation of Black students in 502.3 prototypes?

Where disproportionality has been cited through the prima facie denial procedures, is Boston appropriately reviewing and placing identified special education students in accordance with Chapter 766 procedures?

FINDINGS

In response to the citation of over-representation of minority students in the 502.3 prototype, Boston submitted on January 25, February 23, and April 4, 1984, status reports to its September 1983 Corrective Action Plan. The Plan and status reports indicate that the majority of elements are being implemented on schedule.

Boston entered into a voluntary LAU plan which describes its procedures for identifying the primary languages of all students. This includes assessing the language dominance and proficiency as well as achievement levels for insuring non-biased assessment of minority children referred for a Chapter 766 evaluation. LAU categories and steps represent the language proficiency levels of students and must be noted on the students' Individualized Education Plans.

While Boston has a LAU Plan and bilingual special education programs, it has experienced problems in recruitment and hiring of appropriately qualified staff for its special education programs, and in obtaining current LAU categories and steps of bilingual students with special needs.

QUESTION

Report No. 2 noted that Boston submitted to the monitors procedures for addressing the apparent over-representation of minority students in Learning and

Adaptive Behavior (L/AB) programs. In addition, Boston reviewed all L/AB placement recommendations between May 1983, to December 1983, and to insure compliance with Chapter 766 procedures. Is Boston appropriately placing identified special education students into substantially separate prototypes (502.4), especially L/AB programs, in accordance with Chapter 766 procedures?

FINDINGS

Boston operates three 502.4(i) programs (substantially separate classes outside the regular public school). The Department of Education will conduct its annual approval on-site visits to the Carter, Tileston and McKinley 502.4(i) programs during (May and) June, 1984.

Boston has established procedures to ensure that placement of minority students in L/AB programs are for "compelling educational reasons", in accordance with C.718, S.6. To monitor the implementation of these procedures, Boston committed itself to use the Prima Facie Denial (PFD) checklist for all minority students at their original evaluation team meeting, and for all re-evaluations of students placed in the L/AB programs. In addition, as part of Boston's Comprehensive Internal Program Review Process (CIPRP) developed pursuant to the Allen vs. McDonough case, Boston randomly reviewed case records of 25 L/AB students. While the CIPRP review found no inappropriate placements, Boston acknowledged in its April 27, 1984 response that not all schools are following the newly established procedures. Therefore, a reminder to all schools has been distributed. Monitors will continue to follow these procedures and will request periodic updates from Boston.

Further, Boston is currently re-evaluating its educational, psychological and sociological assessments to ensure that they are culturally non-biased. Analysis of assessments will be completed by June, 1984. Any changes will be implemented during the 1984-85 school year and in-service training will be provided.

OBJECTIVE

IV. To advise the Director of Equal Educational Opportunity as to the appropriateness of proposed program locations, space/program matrices, and student assignments to programs during the annual assignment process.

STATUS

Documentation on program locations of substantially separate "high incidence" programs, as well as a copy of the analysis of students by prototype and race, was forwarded to the Bureau of Equal Educational Opportunity. The proposed assignments for the 1984-85 school year were reviewed and approved, in accordance with the Orders of Disengagement.

OBJECTIVE

V. To determine the appropriateness of transportation arrangements for special needs students and the effectiveness of Boston's responses to transportation complaints.

FINDING

Monitors have received 2 direct transportation complaints since the February, 1984 monitoring report. In addition, monitors conducted a random follow-up on 16 transportation complaints received by the Department of Student Support Services' internal complaint management system. Calls to parents indicated that out of the 16, 12 were remedied and 4 need further follow-up.

OTHER FINDINGS

Of the 10 classes in 4 schools (Brighton, Dorchester, Charlestown High and Mackey Middle) identified in Report No. 2 as exceeding Chapter 766 Regulations for class size, 3 remain in non-compliance, 4 have been corrected, and 2 need further follow-up. On-site visits and teacher interviews indicated that 1 resource room at the Marshall Elementary School exceeds requirements for class size. In addition, 1 L/AB class at Dorchester High School exceeds class size limits during its self-contained physical education class.

Of the 12 classes in 3 schools (Brighton, Dorchester and Charlestown High) that had students with age span ranges exceeding the regulatory requirements, Brighton and Dorchester High age span waivers submitted by Boston were approved During the site visit to Charlestown High School, it was difficult to verify the age span waivers because the information submitted was incomplete and/or inaccurate. During this round of monitoring, age span waivers were also approved at the Kent and Condon Elementary Schools and the Lewenberg Middle School.

Based upon April 1984 monitoring visits, teacher interviews and case study reviews, it was found that all contacts with the parents, written and oral, were not in the parents' primary language at the Marshall Elementary, Lewenberg Middle and Brighton High School.

RECOMMENDATIONS

1. Insure that a consistent method of distribution and inventory control exist at each school, district, and Central Office. This is necessary to ensure that appropriate materials are available when needed, particularly for new teachers and for bilingual special education teachers.

2. Continue to recruit appropriately certified bilingual/special education teachers. Boston should submit a plan to the Department of Education by July 9, 1984, indicating the status of bilingual/special education personnel for the 1984-85 school year.

3. Provide documentation by July 9, 1984, of the steps Boston has taken to recruit and hire appropriately certified special education staff and to develop a pool of certified long term substitutes.

4. Continue to ensure that Boston's procedures for placement of minority students in substantially separate prototypes (502,4), especially L/AB, are implemented.

5. Insure by July 9, 1984 that special education instruction areas are at least equal in size to those for regular education, in accordance with Chapter 766, regulation 508.1.

6. Insure by July 9, 1984 that problems regarding class size in those schools cited in this report meet the requirements of the Chapter 766 Regulations, S. 502.2(b)(iv).

BILINGUAL EDUCATION

MANDATE

Desegregation of bilingual education programs shall be implemented according to the standards contained in the Student Desegregation Plan, May 10, 1975, pages 4-5, 44-45, 48-49, 70, 73-74; and the Memoranda and Orders of May 6, 1977, pages 23 and 27; and March 21, 1978, page 5.

PROCESS

A number of activities were conducted by the monitors to gather the data for this report. The monitoring activities dealing with bilingual vocational occupational education were conducted collaboratively between bilingual and occupational/vocational monitors. All other bilingual education issues were monitored and documented by one bilingual specialist.

The monitors conducted the following activities: analysis of documents, computer printouts and correspondence from Boston; informational meetings held with Boston personnel; development of instruments for data collection; on-site visits in 15 schools, including interviews with teachers, administrators, community field coordinators, and guidance counselors; and analysis/synthesis of data.

OBJECTIVE

1. To review proposed program locations and space/program matrices during the annual assignment process to assure that adequate space and other provisions have been made for the required programs, including bilingual kindergarten and extended day kindergarten and to advise the Director of Equal Educational Opportunity accordingly.

QUESTION:

This objective was monitored for the first time during this report period. What is the availability of space assignments in the targeted languages?

FIMDINGS:

A desk review of the proposed Transitional Bilingual Education assignments and space matrix for each school in Boston for 1984-85 indicates that in all schools there are more spaces available than projected enrollments. On the average there are 25 additional spaces available in each school for next year. (524)

During the fall of 1984, the monitors will determine actual enrollments through document reviews and on-site visits in order to verify the present findings.

OBJECTIVE

2. To determine, through regular monitoring activities, whether all approved and required bilingual programs, including kindergarten and extended day kindergarten, are in place and functioning appropriately.

QUESTION:

In the previous report, it was indicated that 16 of 28 monitored classes were in non-compliance. At the Hubert Humphrey Occupational Resource Center), 17 bilingual teachers representing 5 languages teach in only 13 of the 37 program offerings. In 9 other schools offering vocational/occupational education, only 1 teacher teaches in a language other than English.

During this monitoring period, did the monitors continue to find deficiencies in the availability of bilingual staff in the targeted languages, including native language teachers, aides, and supportive staff (counselors, etc.) in bilingual education programming as well as bilingual vocational/occupational education?

FINDINGS:

Once again the monitors found the need for 7 bilingual teachers and 13 bilingual aides in the regular bilingual programs at 5 additional schools. Also, native language guidance counselors are needed in 6 additional middle and high schools. Three schools reported that they had bilingual counselors only for 1 or 2 days a week. (425)

In 9 vocational/occupational education programs monitored, teachers who conduct their classes in English use bilingual students to translate for limited English proficient students. In only 1 of the schools, Jamaica Plain High, are aides used in the vocational/occupational classrooms. 8 teachers in 4 schools teach courses outside their areas of certification. (426)

QUESTION:

Last fall the monitors reported that there was a lack of sequential curriculum materials developed for the majority of native language instruction including the occupational/vocational programs. It was also reported that instructional materials in the native language within the classrooms, resource rooms and libraries were either non-existant or inappropriate. This spring, did the monitors continue to find the need for sequential curricula and materials in the targeted native languages?

FINDINGS:

The 15 additional schools monitored continued to show the lack of sequential curriculum materials, including the occupational/vocational programs, for the majority of native language instruction. Teachers interviewed reported that native language instructional materials for the classrooms, resource rooms, and libraries, are either non-existant or linguistically/culturally inappropriate. This was found to be especially so in math, science, social studies, native language arts and native history and culture.

(428,430-433-436)

QUESTION:

In the last report, it was found that limited English proficient (LEP) students in Boston did not have the same access to educational programs as monolingual (English) students because of the absence of native language instructors and aides, absence of native language support services in the examination schools and the HHORC, and limited required course offerings in the native language at the high school level. Did continued investigation reveal similar issues of access?

FINDINGS:

The present findings confirm previous findinys. In 9 out of 10 schools with vocational/occupational education programs, all courses mandated under Chapter 71A were not offered, instructors in the native language were non-existent, and native language support services in the examination schools (Boston Technical High) were not available. Boston Technical High has, however, hired an English as-a-Second Language (ESL) teacher.

(429-433)

Bilingual teachers were needed in 6 and bilingual aides in 9 schools without Vocational Education programs. Chapter 71A mandated native language courses were not offered in the schools in need of bilingual teachers nor in some of the schools with bilingual teachers. (425)

QUESTION:

In the previous monitoring period, 6 out of 11 Hispanic program clusters visited did not conform with the cluster concept (100 LEPs at the high school level and 80 at the middle and elementary school level, as specified in the Voluntary Lau Plan). During this monitoring period did the monitors continue to identify a similar status for the language cluster concept at both the middle and high school levels for all language groups?

FINDINGS:

Present findings confirm previous findings. The cluster concept is undersubscribed in 7 out of 9 Hispanic programs visited even though there are 850 Hispanic LEP students enrolled at the middle school level and 637 enrolled at the high school level. The Laotian program at Enylish High and the Greek program at West Roxbury High which seemed to be undersubscribed were actually not so because there are not enough high school students in those language categories citywide. The same was found to be true for 14 Portuguese speaking students who attend the Madison Park High Cape Verdean program.

(427)

QUESTION:

In the last report, the monitors found that partial and full mainstreaming did not occur in some schools because of overcrowded regular classes; the lack of parallel scheduling among the bilingual and non-bilingual classes; and absence of native language support services in the mainstream program. During this spring's monitoring cycle the monitors continued to evaluate the space assignments allocated by Boston. Did the space assignments provide for partial and full mainstreaming of bilingual students?

FINDINGS:

Again, present findings confirm previous findings. In 4 out of 14 schools visited, school staff interviewed reported overcrowded regular clasess. Six of the 14 schools did not have parallel scheduling to facilitate mainstreaming.

(424)

QUESTION:

The last cycle of monitoring indicated that problems existed in assessing procedures for assignment of Lau categories and in appropriate identification. Did these problems continue during this monitoring period?

FINDINGS:

Teachers interviewed said that all students are assessed within 30 days of their arrival at school, but they reported delays in the processing of the information after it goes to the central office. As a result, they said, the computer printouts don't reflect the information until much later (sometimes 1 to 2 months later). Next fall, the monitors will compare a sample of LEP student records in the schools monitored with data available in computer printouts in order to verify the information provided.

QUESTION:

In the previous monitoring report (February 1984) the monitors indicated that efforts had been made by Boston, especially through activities conducted by Chapter 636 state funded projects, to coordinate parent training and involvement. During this spring the monitors met with bilingual community field coordinators to investigate this issue. What opportunities exist for bilingual parents to participate in the educational process of bilingual students in Boston?

FINDINGS:

Staff interviewed reported that, even though some efforts had been made to coordinate parent training and involvement in the past, more training of bilingual community field coordinators and the new parents who come into the system every year, is needed. That training should prepare them to participate in all state, local, and court-mandated activities. Local and State mandates require parental participation in the planning, development and evaluation of bilingual programs.

OBJECTIVE:

3. To advise the Director of EEO on all bilingual education aspects of student assignments, including: examination school invitation, advanced work class invitations, student assignment handbooks, assignments (including bilingual, special, vocational), transfers, exceptions to racial percentage limits for assignments.

QUESTION:

In the previous monitoring report, it was found that recruitment of LEP students to programs such as vocational/occupational education, special education, bilingual education, etc., was conducted in the various native languages. Information about admissions tests for the examination schools was available only in English. Information about the advanced work class and academically talented sections was available only in English. During this monitoring period the monitors followed up on last fall's findings. Were invitations to examination schools and advanced work classes translated into the various native languages?

FINDINGS:

As of the writing of this report the advanced work class invitations had not been translated into any language other than English, although information about the program is available in Spanish. The invitations to examination schools have only been translated into Spanish.

COMMENDATIONS

Based on the data collected and analyzed, we commend:

1. The Bilingual Community Field Coordinators for trying to organize and train parents in spite of countless other responsibilities assigned to them.

2. The Jamaica Plain High School administration for their efforts to develop a program of academic excellence to respond to the linguistic and cultural needs of both the LEP and bilingual students within a desegregated context.

3. The high expectations of some bilingual teachers for the limited English proficient students' achievement in the bilingual classroom.

RECOMMENDATIONS

1. In order to enhance mainstreaming possibilities, the Department of Implementation should reduce student/teacher ratios for non-bilingual curriculum classes in those schools which house bilingual education programs. This should be implemented by the fall of 1984.

2. The Bilingual Office should continue to train school personnel in the areas of parallel scheduling and sister clustering (pairing a bilingual and non-bilingual, curriculum teachers to facilitate partial and full mainstreaming).

3. All necessary bilingual teachers, aides, and counselors should be hired to provide appropriate bilingual education programming in accordance with local and state mandates. These positions should be budgeted, for school year 1984-85 . New staff should be in place when classes start next September.

4. The information on all bilingual teachers should be updated to ensure that everyone is teaching in his or her area of certification by September 1984.

5. Boston should revise job descriptions of the Bilingual Community Field Coordinators so that they can dedicate more of their time to parent organizing and training activities and less to helping parents with non-bilingual education problems.

6. Boston should train all present and future bilingual aides in teaching methods so that they can be of greater help to the bilingual teachers in the classrooms.

7. The Lau Unit should complete the updating of the Lau categories within 30 days from the enrollment of each LEP and bilingual student.

8. The bilingual office should develop, reproduce, disseminate, and guarantee the use of all necessary curricula in native language arts, Science, Math, Social Studies, Native History and Culture as well as any other state and locally required courses for all language groups. Guarantees of reproduction, dissemination,and use in the classrooms of the curricula should be given in order to make sure that the curricula developed is available for the students, not just for one or two years,but for many years to come.

9. The acquisition of linguistically and culturally relevant materials for the classrooms and libraries/resource centers should be instituted immediately. Wherever possible, formal contacts should be established with the departments of education of the countries from which students come under to acquire copies of materials available in the native language. This effort should like other efforts complement not supplant, the school department's responsibility towards the education of limited English proficient and bilingual students.

10. Boston should involve the Master PAC, the City-wide Parents Council (CPC), Plaintiffs Interveneers, staff of the Department of Implementation and others in the development of a plan to consolidate some of the high school clusters.

11. Boston should extend, at the middle and high school levels, their successful cultural enrichment programs as well as other bilingual services to include non-bilingual and bilingual students.

12. The bilingual office should reproduce copies of the local, state and federal mandates and guidelines in the native language of parents for use by the community field coordinators; provide training to parents, teachers and other school department personnel (including principals and headmasters) about those mandates and guidelines; and expand the particpation of bilingual parents in the planning, development, and evaluation of the bilingual programs.

13. In the absence of a certified bilingual/vocational teacher, LEP students enrolled in vocational/ /occupational education programs should be provided supoortive services through native language speaking aides and native language instructional materials.

14. Policies of bilingual language instruction in the vocational/occupational programs should be enforced by building administrators.

15. To insure that the LEP students achieve the same level of concept development as the English proficient students, the vocational/occupational bilingual and ESL teachers should coordinate the teaching of the content of the vocational/occupational program.

VOCATIONAL AND OCCUPATIONAL EDUCATION

MANDATE

In its order of September 25, 1975, the United States District Court incorporated the "Unified Plan for Vocational and Occupational Education in the City of Boston" as part of the Court's May 10, 1975, School Desegregation Plan. The Unified Plan was filed with the Court on September 8, 1975, and amended on June 14, 1976 and January 28, 1978.

The Unified Plan for Vocational and Occupational Education includes eight major areas: (1) compliance with relevant court orders, state laws and regulations; (2) district core programs; (3) magnet programs; (4) in-school bilingual; (5) out-of-school youth, ages 16-21; (6) vocational/occupational education for special needs students; (7) program changes; and (8) program support components. Each component of the Plan contains a set of activities for improving vocational/occupational education in the City of Boston.

PROCESS

The process for monitoring the implementation of this mandate by Boston has involved both data collection and analysis and on-site visits to selected schools. Information and supportive documentation were provided by Boston. On-site visits were conducted for the purpose of verification, clarification and obtaining additional information.

Report II expanded the original list of major monitoring objectives from six to eight, in order to reflect and coincide more accurately with elements of the Unified Plan. The ultimate goal is to determine the extent to which the activities of each discrete component of the Unified Plan have been accomplished, and in the process to assess the quality of vocational/ occupational education in the City of Boston. Each component contains distinct objectives and raises key questions.

OBJECTIVE

1. Compliance with Relevant Court Orders, State Laws and Regulations:

   To determine if all vocational/occupational education programs (1) conform to racial ratios established by the Court and (2) comply with the admissions criteria specified by the Unified Plan, including proportional representation by sex.

QUESTION

In Report No. 2, programs cited for disproportionate enrollment by sex showed improvement. However, programs cited for disproportionate enrollment by race continue to show disporportionality. How does Boston justify disproportionate enrollments by race and sex in certain skills-training programs? What is being done to remedy this situation?

FINDINGS

The disproportionate enrollments by race remain substantial in most programs. Of 35 programs at the Hubert Humphrey Occupational Resource Center (HHORC), only 8 are in strict compliance with the goal for Black enrollments, 4 for White enrollments, and 2 for other minorities. Significant over-enrollments of Whites also are noted in the Agriculture-Business program at West Roxbury High and the Machinist Program at Hyde Park High. Some non-magnet occupational programs in 6 other high schools also over-enroll by a single racial category.

(541-545)

The disproportionate enrollments by sex are also a concern in certain programs at the HHORC. There is no female enrollment in Plumbing, Building Maintenance, Welding, and Heating and Air Conditioning programs, and no male enrollment in the Nursing Assistant program. Enrollments follow the traditional patterns: less than 10% of the Auto Repair, Auto Body, Small Engine Repair, Electrical, Carpentry, Machine Drafting, and Electronics enrollment is female; and less than 10% of the Cosmetology, Medical Office, and Fashion Illustration enrollment is male.

OBJECTIVE

2. District Core Programs:

To determine whether middle school career exploratory programs, as well as high school exploratory and employability programs, are in place as specified by the Unifed Plan.

QUESTION

In the last report, Cheverus Middle School and Dearborn Middle School did not offer required exploratory programs. Brighton and Madison Park were the only high schools offering required exploratory and employability programs. Which programs are currently operational? What steps has Boston taken to comply with the district core program provisions?

FINDINGS

Although some career education activities are already in place, career guidance provided to middle school students entering high school vocational program needs more coordination and strengthening. Boston has drafted a comprehensive career education plan outlining city-wide career education competencies for all grade levels (K-12). Additional staff support will be required to implement this plan.

(552-556) (561)

All middle schools, except the Cheverus and Mackey, presently provide programs in the three required cluster areas. Most middle schools provide some degree of computer education. The scheduling of cluster offerings varies; however, double periods rather than single periods are needed to maximize learning in the Industry Related and Foods-Home-Health-Services Related clusters.

In grade nine, ten high schools, excluding examination schools, offer all 3 exploratory clusters. All district high schools send exploratory students to the HHORC.

In grades 10-12, all 14 high schools visited, except the Umana and Boston Technical offer the Business cluster. Only 4 schools offer the Distributive Marketing program, and 7 schools offer the Food-Home-Health Services Related cluster. Brighton High, Dorchester High, J. E. Burke High and Madison Park High offer all 3 required clusters. Eleven district high schools send students to the 3 employability cluster areas at the HHORC.

OBJECTIVE

3. Magnet Programs:

To determine whether all required magnet satellite programs are in place as specified by the Unified Plan.

QUESTIONS

In Report No. 2, enrollments in magnet programs decreased. No magnet program was offered at Jamaica ordered magnet programs not being offered? What is being done to implement these programs?

FINDINGS

Dorchester High now lists two additional magnet programs: Health Careers and Interior Design. The magnet programs at Brighton High (District I/Automobile), West Roxbury High (District III/Agri-Business) and Hyde Park High (District IV/Machine) are still in place as required.

(563-564)

East Boston High offers a Business magnet program. The East Boston Machine Shop program is being phased out this school year (Objective VII). The Magnet Information Management Program designed for Jamaica Plain High is not in operation.

OBJECTIVE

4. In-School Bilingual

To assess the provisions for supportive services, including administrative, counseling and instructional support services, to limited English-proficient students enrolled in vocational/occupational education programs.

QUESTION

In the last report, although a Bilingual Vocational policy was developed, its procedures and provisions were not widely disseminated and implemented. Adequate numbers of bilingual aides were lacking. Are adequate and sufficient supportive services being provided to limited English-proficient students? What action has been taken to strengthen supportive services to this student population?

FINDINGS

Adequate and sufficient support services are not provided. Bilingual staffing for vocational/occupational programs continues to be inadequate, particularly with regard to native language speaking aides and vocational guidance counselors. Resources must be allocated to address this concern. The Bilingual Vocational Education Policy has not been adopted and implemented. Appropriate administrative procedures and policies must be directed toward ensuring successful implementation. (565-567)

OBJECTIVE

5. Out-of-School Youth, Ages 16-21

To assess the provisions for services for out-of-school youth, ages 16-21.

QUESTION

In the last report, the Neighborhood Development and Employment Agency, the responsible agency for providing services to out-of-school youth, prepared a job training plan that contains services to this priority population. What is the nature and scope of services being provided by the responsible agency? Are these services being coordinated with the Boston Public Schools?

FINDINGS

The City of Boston provides a wide range of services to meet the education and employment needs of out-of-school youth through its Neighborhood Development and Employment Agency (NDEA). The program's comprehensive system of services includes outreach and assessment, remedial and basic skills instruction, job readiness and skills training, career and individual counseling, and job placement. Many of the programs are coordinated with the Boston Public Schools and lead to credit toward a high school diploma and entrance into skills training. Strengthening the coordination of resources of the Boston Public Schools and the NDEA would expand the capacity to serve this population. (578-579)

OBJECTIVE

6. Vocational/Occupational Education for Special Needs Students

To determine if vocational and occupational education program services for special needs students are maintained, and to assess vocational/occupational instructor training in this area.

QUESTION

Report No. 2 stated that Boston had made significent achievement in instituting a comprehensive delivery system of vocational and occupational services to special needs students. Does Boston continue to provide vocational education program services to this target population? What action has been taken to provide vocational education instructor training on strategies and approaches for instructing learners with special needs?

FINDINGS

Boston continues to provide a comprehensive range of vocational/ occupational services for special needs students. These services exceed the requirements set forth in the Unified Plan.

The need to provide in-service training for instructors of special needs students enrolled in vocational/ occupational programs remains an outstanding concern. This requirement has not been adequately addressed. (581-582)

OBJECTIVE

7. Program Changes and Deletions

To ascertain what action is being taken by Boston to complete all program relocations as specified by the Unified Plan.

QUESTION

As stated in Report No. 2, Boston continued to plan for the closing of the Machinist program at East Boston High School and Upholstery/Cabinet Making program at Dorchester High School rather than transfer of these programs to the Humphrey Occupational Resource Center as required by the Unified Plan. Has Boston completed all court-ordered program relocations? If such relocations are not desirable, what motions have been filed with the Court to modify the Unified Plan?

FINDINGS

The status of program relocations has not changed since the previous reporting period. Boston has moved to close the Machinist program at East Boston High School and to modify the Upholstery and Cabinetmaking programs at Dorchester High School rather than to relocate them to the Humphrey Center. No effort to modify the requirements of the Unified Plan has been undertaken. (584,585)

OBJECTIVE

8. Program Support Components

A. Management Modifications

To determine if a distinctive management structure for vocational/occupational education has been implemented as specified by the Unified Plan.

QUESTION

In the last report, Boston had not instituted a distinctive management structure which defines clear lines of authority over fiscal and programmatic operations, as specified by the Unified Plan. What action has been taken to institute and implement this structure?

FINDINGS

A distinctive management structure which defines clear lines of authority over programmatic operations to insure an effective vocational and occupational education delivery system as specified by the Unified Plan has not been instituted in Boston. The Director of Education and Employment does not have total fiscal and supervisory authority over all occupational education programs at the district level under the current management structure. Furthermore, evaluations (of outreach efforts and annual systemwide program activity and accountability reports) need to be elaborated in measurable terms. (586-588)

B. Public Information

To examine steps taken by Boston Public Schools to institute and implement a systematic, aggressive and pervasive public information system for vocational/occupational education.

QUESTION

In Report No. 2, it remained neccessary for Boston to appoint a full-time public information officer to coordinate an effective and persuasive public information campaign. Has a systematic, aggressive and pervasive system been instituted and implemented in Boston? Do the activities encompass the scope, impact and thrust of the public information system described in the Unified Plan?

FINDINGS

Noteworthy progress has been made in establishing a focused direction and planned approach to a marketing and public information system for vocational/occupational education. The marketing plan which is being developed should incorporate the appropriate strategies and elements set forth in the Unified Plan. (590-591)

C. Professional and In-service Development

To determine what action Boston has taken to develop and implement in-service training for all vocational/occupational education instructors in the areas of equal educational opportunity and bilingual vocational education.

QUESTION

Report No. 2 indicated that a comprehensive plan to provide inservice training in equal educational opportunity, bilingual vocational education and special education to instructors systemwide was not submitted. Has a training plan been devised to address these areas? What relevant activities have been implemented?

FINDINGS

A myriad of staff development and in-service training activities have been conducted, primarily for personnel at the HHORC. However, the inventory of activities does not include equal educational opportunity and instructional strategies for learners with special needs and/or limited English proficiency. Plans are being devised to address these concerns in conjunction with the Institute for Professional Development, an office of the Boston Public Schools with primary responsibilities for staff training. Follow-up on the results of these efforts will appear in the next report.

D. Industry/Agency/Community Involvement

To determine if the composition of the Advisory Council for Career Vocational and Occupational Education (ACCVOE) is representative of all target populations specified by the Unified Plan.

(592,593)

QUESTION

In the last report, the existing Advisory Council for Career, Vocational and Occupational Education included all target groups and representatives specified by the Unified Plan. Does the current membership of the council continue to be in compliance with the requirements of the Unified Plan?

FINDINGS

The current membership of the Advisory Council for Career Vocational and Occupational Education continues to reflect full compliance with the target group representation required by the Unified Plan. The active and sustained participation and involvement of the full council membership, however, is lacking.

(607)

E. Curriculum Acquisition/Revision:

To review Boston's efforts to develop and implement a full-scale Competency-Based Vocational Education curriculum for all programs at the HHORC and other schools.

QUESTION

While Boston was commended for its progress in the development some Competency Based Vocational Education curricula, what is the status of curriculum development and revision for all vocational/occupational education programs?

FINDINGS

Boston has progressed in developing and implementing Competency-Based Vocational Education curricula for vocational programs at the HHORC and for some business education programs and electronic programs at district schools. Although some progress has been made in curriculum revision, the development of curricula for all programs is far from complete.

F. Comprehensive Job Development and Placement

To determine whether a comprehensive and responsive city-wide job development and placement component based upon current manpower demands, system capabilities and student capabilities/interest is in place.

(609,610)

QUESTION

In the previous report, it was found that a city-wide comprehensive job development and placement system was not yet developed. Nor was a city-wide coordinator for coordinating all job development and placement activities appointed. What action has Boston taken to implement a city-wide comprehensive job development and placement system?

FINDINGS

The development of a city-wide comprehensive job development system, as specified by the Unified Plan, has not been fully instituted. Based on a previous action plan developed to address this concern, a city-wide coordinator was to be selected and appointed. To date, this has not been accomplished.

(619-621)

Implementation of Boston Compact goals and objectives took place this school year in most schools as specified in their local plans for job preparation and placement. The Career Passport Program, G.I.S. (Guidance Information System) Jobs Collaborative, P.I.C. (Private Industry Council) counselors, and active school business partners have played a substantial role in designing and implementing development and placement services. Follow-up studies on recent graduates and job placements indicate current student placement status and reveal areas needing further development.

COMMENDATIONS

1. Boston's draft city-wide career education plan demonstrates comprehensive and systematic planning.

   (556)

2. Significant progress has been made to increase the number of computers in the middle schools so that all middle school students will have some degree of computer education.

   (556)

3. The increased magnet program offerings at Dorchester High are a positive development.

(564)

4. Although the approach is not consistent with the Unified Plan, the development of a Bilingual Vocational Education Policy constitutes a positive and significant ste toward structuring a comprehensive, coordinated approac for delivering vocational/occupational education services to limmited English-proficient students.

(568)

5. The City of Boston provides a wide range of services to meet the education and employment needs of out-of-school youth, ages 16-21.

(580)

6. Boston currently provides a number of exemplary vocational/ occupational education programs for special needs students.

(582)

7. Noteworthy progress has been made in establishing a focused direction and planned approach to a marketing and public information system for vocational/occupational education.

(591)

8. Boston's efforts in developing Competency-Based Vocational Education curricula are commendable.

((610)

RECOMMENDATIONS

1. The lack of sufficient applications from each racial/ethnic group for programs demonstrates that career exploratory programs are not yet having the impact intended by the Unified Plan. Boston should develop an action plan covering measures by the school system to encourage sufficient applications from each racial/ethnic group to permit assignment of and maintenance of enrollments in each program consistent with the "admissions criteria" section of the Unified Plan.

(545)

2. The preparation and transition process for 8th graders entering high school continues to be the area in greatest need of coordination.

(557)

3. The capacity of the computer lab at Jamaica Plain High School should be expanded to provide an Information Management Program for that district as planned.

(564)

4. Appropriate administrative procedures and policy directives should be forthcoming to ensure successful implementation of the Bilingual Vocational Education Policy developed by Boston.

(568)

It continues to be essential to implement an adequate support system for limited English-proficient students in vocational programs. Appropriate action must be taken to appoint additional bilingual counselors in order to provide adequate counseling services.

In addition, steps should be taken to provide bilingual aides to vocational/occupational programs where the identified need exists.

5. The systematic and planned coordination of these resources with Boston should be strengthened.

(580)

6. The need to provide in-service training for the instruction of special needs students remains a concern. In-service training in this area should be provided to vocational/occupational education instructors city-wide.

(582)

7. If designated program relocations are no longer desirable, a motion for modification should be filed with the Court.

(585)

8a. Boston should file a motion with the Court to modify the organizational and management structure specified by the Unified Plan if it feels such a structure is no longer either programmatically desirable or financially feasible.

(588)

8b. The marketing plan should incorporate the appropriate trategies and elements set forth in the Unified Plan. A full-time coordinator for public information activities should be appointed.

(591)

8c. A comprehensive staff development plan for all vocational/occupational instructors should be developed. In addition, this plan should include in-service training on strategies for instructing limited English-proficient and special needs students, and should address the area of equal educational opportunity.

(593-594)

8d. The membership of the Advisory Council for Career, Vocational and Occupational Education continues to reflect full compliance with the Unified Plan requirements. Active and sustained participation and involvement of the full council membership, however, is lacking. Creative steps should be taken to strengthen the active participation of the Council in improving vocational/occupational education in Boston.

(608)

8e. The curriculum development process should be accelerated. The total Competency-Based Vocational Education (CBVE) curricula for all programs at the HHORC should be available by June 30, 1984. The CBVE curriculum completed at the HHORC also should be disseminated city-wide to other school programs for adaptation and instructional use.

(610)

8f. In order to coordinate and strengthen the comprehensive job development and placement system for vocational/occupational education, a city-wide coordinator for job development/placement activities should be appointed.

(622)

TRANSPORTATION

MANDATE

Transportation shall be provided according to the standards contained at pages 80-83 of the Student Desegregation Plan, dated May 10, 1975. These standards include transportation for students assigned to elementary schools more than one mile from home, to middle schools more than 1 1/2 miles from home, and to high schools more than 2 miles from school. "The reason for mandatory transportation may be distance, safety, or controlled transfer, or a combination of these. . . The court has required no transportation, however, that would pose a risk to the health of students or impinge on the educational process for those students due to excessive time or distance travelled."

PROCESS

The monitor (1) visited the Transportation Unit, examining its operations and interviewing the Director, and some of his staff; and (2) reviewed data that included sample routing schedules, transportation locators by school and geocode, routing sheets and all complaint forms submitted as of March 31.

OBJECTIVES

1. To approve proposed transportation arrangements developed pursuant to the approved student assignment plan each year, assuring that such arrangements will adequately support both desegregative and program assignments.

2. To determine whether transportation arrangements are in place for the opening of the school year in September.

3. To monitor complaints received by the Boston Public Schools in relation to transportation, and to assess whether appropriate responses have been made.

QUESTIONS

Have adequate transportation arrangements been provided for desegregating schools and programs? What kinds of transportation complaints are being reported, and how is Boston responding to these problems?

FINDINGS

Monitoring during the last period revealed these types of problems that potentially undermine the effectiveness of the student assignment plan:

1. Inadequate performance by the contractor operating School Department buses.

2. Threats to the safety of student passengers from other passengers and from persons outside the school buses.

3. Inadequate performance on the part of the MBTA.

The School Department was asked to:

- Review procedures for handling complaints about bus contractor performance,

- Review procedures for controlling excessive changes of route assignments,

- Consider the use of monitors on runs with persistent problems, and

- Review its procedures for allocating MBTA and school bus assignments.

1. Contractor Inadequacies

Complaint Management

The School Department has two parallel systems for tracking complaints about contractor performance.

The first is established in the School Department's contract with the bus company (ARA), and allows the School Department to impose monetary penalties

The second system records complaints registered with the Transportation Unit by parents and others. These complaints are forwarded to the contractor for comment and possible action.

The School Department still does not have a formal procedure for tracking complaints and identifying inadequate responses from the contractor. The Transportation Unit used to have a staff person assigned full time to Complaint Management. Staff reductions in the Unit, however, eliminated that position and others.

Change of Route Assignments

Frequent changes of route assignments have been responsible for much of the contractor's inadequate performance, since drivers unfamiliar with their routes are more likely to be late, miss stops, etc. The School Committee chose to permit the drivers to police themselves, on the condition that the situation be reviewed after the first year of the contract.

A preliminary report has already been filed by the contractor with the School Department.

Contractor Cooperation

Even should the report show that changes of route assignments have been controlled, it will not mean that contractor-related problems on school buses have been solved. For example, the Transportation Unit has indications that drivers' absenteeism and tardiness are increasing.

There is little that the School Department can do. As in the case of changes in route assignments, absenteeism and tardiness are exclusively regulated by the contract between ARA and the drivers' union. The desciplinary system for refractory drivers (which consists of a series of verbal warnings, culminating in suspension and then dismissal) is defined in the contract, and the School Department has no control over it.

Under the present system, an improvement in driver performance depends almost entirely on the contractor, which has yet to demonstrate an effective commitment to higher standards.

2. **School Bus Safety**

The School Department has acknowledged that there are persistent, significant problems with safety and discipline on its school buses, and has made a commitment to "some type of bus safety program in the Boston Public Schools." The elements of this program have not yet been clarified; the program will include some use of bus monitors.

3. **MBTA vs. School Buses**

There are significant problems associated with revising the allocation of MBTA and school buses among Boston students. The pressure to favor political constituencies could lead to overlooking equity considerations. The School Department's reluctance to undertake such a revision should be overcome in the interest of effective and efficient service.

There appear to be serious liabilities related to MBTA assignments. For example, a number of Boston schools assign strict penalties for tardiness. Presumably, school bus students are protected because school officials take note of late arrivals and inform teachers, while students using the MBTA are unable to verify the reason for their tardiness.

The monitors again analyzed all complaints filed with and forwarded to the Transportation Unit. Three elements of the complaints were analyzed: type of complaint, contractor's response and adequacy of response.

Type of Complaint

The monitors examined 453 complaints during this monitoring period. "No shows" represented, as they did last fall, almost two thirds of all complaints. The percentage of complaints addressing safety matters has decreased since last fall (from 18% to 6% of the total). However, the percentage of complaints concerning buses arriving early at stops or schools has increased significantly, and there has been a slight increase in the complaints alleging that drivers made unauthorized stops or transported unauthorized passengers.

Contractor's Response

The monitors also examined the contractor's response to the complaints. Unfortunately, the contractor does not employ systematic categories when responding to complaints. Only complaints that had been responded to by the contractor were examined.

Type	% Fall 1983	% Spring 1984	# Spring 1984
verbal warning	5	15	70
allegation denied by driver	10	14	62
problem resolved/ backup sent	42	26	118
no response	41	4	18
late (driver, etc.)		9	40
response unclear, unintelligible		6	28
paperwork	3	14	
traffic/weather		2.4	11
run change		2	9

standby driver		1.5	7
driver says no students			1.9 8
dispatcher error		1	4
other	14	64	

Adequacy of Response

The complaint form currently used by Boston does not require the contractor to indicate whether the complaint was well founded or whether it was resolved. In many cases, it is impossible to see a connection between the complaint and the contractor's response. The monitors developed several categories that address adequacy of response.

First, 'acceptable': The contractor resolved the problem, for example, by sending a backup bus to replace a bus with mechanical problems.

Second, 'uncertain': The contractor took some step (for example, issuing a verbal warning to the driver), but it is impossible to tell whether the transportation problem was resolved (was a backup bus sent, for example, to replace a driver who was late to work).

Third, 'unacceptable': response does not address complaint. Most complaints falling into this category contained complaints such as "no show" and a response such as "407 broke down and SB1 was a back up."

Fourth, 'unacceptable': contradiction between complaint and response. For example, a complaint stated "driver arriving at stop too early--have been arriving at school at 8:55 instead of being at the stop at 8:55 (child not being picked up)." The contractor responded, "no student was at that stop said a standby driver."

Adequacy of Response	% of All Responses	# of Responses
Acceptable	13.5	61
Uncertain	18.1	62
Unacceptable, response does address complaint	31.8	144
Unacceptable, contradiction	37.0	168

Allegations of Child/Sexual Abuse

Two complaints received by the School Department, but not responsed to by the contractor, are sufficiently serious to warrant special mention: they both concern potential sexual abuse of children on schoolbuses.

The first complaint states, "[son] came home today and told his mother that [the driver] is kissing and touching the girls on the bus. Happened before. [A second parent] called with the same complaint." The second states, "driver of this bus is using abusive language to the girls. Complaint is he calls them prostitutes and 4-letter words." The first allegation was written up as an "incident report" as well as a complaint. In neither case does the Department have a contractor response.

Since these two incidents may fall under the provision of the mandated reporter section of the Child Abuse Law (Section 51a of Chapter 119 of the Massachusetts General Laws), it is important that the School Department review its procedures for responding to and referring complaints alleging sexual and other forms of child abuse.

RECOMMENDATIONS

1. Boston should develop and implement a complaint management procedure to:

   - o identify trouble spots, and
   - o identify and follow up inadequate responses from the contractor.

2. The Transportation Unit should revise its complaint log forms to require the contractor to:

   - o identify by name the driver involved in the alleged infraction
   - o identify the bus run by name
   - o indicate whether substantiated infractions involved a recent change in route assignment and/or tardiness/absenteeism.
   - o Develop a standardized list of complaints and responses on the log, for better accounting and accountability.

3. Boston should continue to press the bus contractor to make complaint investigation and management a full-time staff responsibility with significant authority.

4. Boston should undertake, in conjunction with parents, a study to determine what, if any, liabilities are associated with MBTA and school bus transportation and recommend solutions.

5. Boston should ensure that bus drivers receive training in the laws that define and prohibit child abuse and sexual harassment. It should revise its complaint procedures to ensure that educational administrators and other mandated reporters comply with Section 51a of Chapter 119 of the Massachusetts General Laws ("child abuse law").

6. Boston should implement a plan for student safety through selective use of well-trained monitors, with clearly-stated responsibilities and supervision, and through the use of mobile security teams as needed.

FACILITIES

MANDATE

Construction, renovation and closing of school facilities shall occur according to the standards contained in the interlocutory Order of June 21, 1974; the Plan of May 10, 1975, pages 6-7; the Memoranda and Orders of May 6, 1977, pages 37-40; August 15, 1979; March 21, 1980; April 2, 1980; and the Order on Joint Defendants' Motion for Adoption, May 11, 1981.

PROCESS

The Director of School Building Assistance has conducted the reviews, assisted by the Division's Regional Center staff, through meetings with Boston staff in the Department of Implementation, the Office of the Deputy Superintendent for School Operations, and the City of Boston Public Facilities Department.

OBJECTIVE

1. To determine whether all school closing measures ordered by the Court have been fully complied with.

STATUS

Compliance reported in July 1983 Monitoring Report.

OBJECTIVE

2. To review all proposed construction, renovation, and other school facility measures for consistency with desegregation and other requirements of the Court.

QUESTION

In Report No. 2, monitors reported approval of renovation plans for Dorchester High as of June 28, 1983. It was also reported that plans for renovation of Jeremiah Burke High were expected to be approved at the January 1984 Board Meeting. Have the renovation plans for the Burke and Dorchester High Schools outlined by Superintendent Spillane in a submission to the Court in May 1982 progressed as expeditiously as possible?

FINDINGS

A recent site visit by the monitors verified that the Dorchester High School renovation project is approximately 50% completed with sub-stantial completion scheduled for September 1984.

The Burke High School renovation project was also approved by the Board at the January 24, 1984 meeting. However, the project has been seriously delayed due to complications encountered during bidding. The bids were substantially higher than the anticipated construction costs. The Boston Public Facilities Department is presently seeking authorization for increased funding in order to proceed with the agreed upon scope of work. Completion of the work is scheduled for one (1) year from the date of contract signing.

QUESTION

In Report No. 2, it was found that joint long-range facilities planning had not commenced. What progress has been made to develop the required long-range facilities plan?

FINDINGS

Other than the Burke and Dorchester renovations, no formal proposals for construction, renovation, or other school facility measures have been received as of May 14, 1984. However, meetings have been encouraging and are the first steps in the development process. On May 3, an initial segment of a plan containing enrollment projections, capacities, and a list of schools which the Boston School Committee has determined will remain open over the foreseeable future was received.
(650-709)

Boston has recently submitted educational specifications for a new Boston Latin School/Latin Academy building, and other renovations are planned. The State Board has not been involved in any of the planning on this project. This project, like all others, must become a part of Boston's long-range facilities planning. This planning process should include the city of Boston, the School Department as well, as the Department of Education. Under current orders, projects beyond Burke and Dorchester must await development and approval of a complete secondary school facilities plan, a component of the Court-Ordered Unified Facilities Plan.

OBJECTIVE

3. To review the placement or proposed placement of any portable unit, or the rental of any space for instructional purposes, for consistency with the desegregation and other requirements of the Court.

STATUS

Monitors have been informed of no plans for the rental of space for instructional purposes.

OBJECTIVE

4. To determine the extent of compliance with outstanding orders with respect to development of a Unified Plan, including a schedule of further school closings, a schedule of construction, renovation, replacements, as well as repair and refurbishing of all facilities, and a plan for secondary school utilization, in accordance with the provisions of the Manual for District Planning Activities and other requirements of the Court.

QUESTIONS

Report No. 2 stated that "joint planners" had not met for the purpose of developing a long-range facilities plan. Have discussions occurred among the "joint planners" about a long-range secondary school facilities plans as a necessary part of the Unified Facilities Plan? What progress has been made toward determining priorities for the available resources and for possible closings?

FINDINGS

Since the last report, representatives of the Boston Public Schools, City of Boston Public Facilities Department, and representatives of the State Board of Education have met twice to begin to develop a long-range facilities plan on which individual school construction, renovation, or improvement projects may be based. Volume II of this report contains summaries and reports related to those meetings.

The first of the two meetings occurred on April 24, 1984, and was convened by a representative of the Mayor's Office. At this meeting a proposed outline for the contents of the facilities plan was discussed. (648-649)

On May 3, 1984, a second meeting was held during which representatives of the Boston Public Schools and the Public Facilities Department advised the monitors that the Boston School Committee had voted approval of a list of schools to be retained in the system on a long-range basis, some of which would be the subject of enlargement, renovation, or improvement projects. A list of proposed projects keyed to the schools identified in the list, together with cost estimates, is to be submitted to the State Board.

It has also been determined that funding for these proposals will be derived from City Council orders, and not from Boston school maintenance funds, which will be used for day-to-day repair and maintenance problems.

RECOMMENDATIONS

The school department, city and state should continue joint development of an educationally and financially sound long-range facilities plan.

SAFETY AND SECURITY

MANDATE

School Safety and Security shall be provided according to the standards contained in the following order:

Further Order Concerning Security September 5, 1975 (this order replaces Order or Motion for Relief Concerning Security, December 4, 1974)

PROCESS

On-site monitoring was conducted in 14 schools: English High, Charlestown High, South Boston High, Jamaica Plain High, McKinley, New Horizons (King Middle), The Log School (Dist. V), Cleveland Middle, Mary Curley Middle, Gavin Middle, Edwards Middle and Michelangelo Middle, Lewenberg Middle and McKay Elementary. Conversations were held with Deputy Superintendent Peterkin and safety Department staff. In addition the following reports were reviewed: Safe Schools Commission Report, Deputy Superintendent Peterkin's response to the Safe Schools Commission Report, School Incident Reports for November 1983 through March 1984.

OBJECTIVE

1. To review monthly reports on school incidents with special attention to those perceived as racial in nature.

QUESTIONS

Several schools were identified in Report No. 1 as having sporadic but serious racial violence (Charlestown and Hyde Park) and others were cited for high incidence of violence (English, Hyde Park, Brighton, Thompson). After a year of monitoring, has this situation changed and have other schools surfaced in need of major improvements in safety and security? What is Boston doing to develop and implement a citywide plan for improving safety and security? How are the increasing reports of weapons in schools being dealt with by Boston? What is Boston doing to identify causes for safety problems and provide solutions?

FINDINGS

Despite considerable efforts to improve safety and discipline, English High remains the most troubled school in the system with 160 (crimes against persons and safety related) incidents reported for a five month period (November 1983 - March 1984). Plans have recently been approved by the School Committee to reorganize that school into 4 distinct alternative programs: The Fenway School, 9th grade cluster, Magnet Arts, and a traditional high school program. It is expected that by compartmentalizing the school and by expanding mastery learning educational approaches, the school will become both more manageable and more successful in educationally engaging students.

(716,730,732)

As indicated in Report No. 2, of the other schools originally cited, most have shown improvements. Hyde Park High, however, despite its excellent business partnerships and work-study programs, still has a high number of violent incidents(mostly fighting and assaults) - 67 for five months (November 1983 - March 1984).

On a pro-rated basis, the overall number of incidents for this cycle when compared to last year (January 1983 - April 1983), appears to have declined. Reported racial incidents have increased both in actual numbers and in percentage, while reported school bus incidents have declined (see section on school bus incidents).

(731)

REPORT NO. 1	REPORT NO. 3
Jan. - April 1983 (4 mos.)	Nov. 1983 - March 1984 (5 mos.)
Racial = 34 (4.7%)	Racial = 64 (8.1%)
School Bus = 50 (7.9%)	School Bus = 37 (4.8%)
Total = 718	Total = 774
(4/5 of 774 = 619)	

English High (11 racial incidents), Hyde Park High (7 racial incidents), Cleveland Middle (6 racial incidents) and Mary Curley Middle (6 racial incidents) lead the field for numbers of racial incidents reported during this monitoring cycle. While the number of racial incidents has increased the pattern of those incidents has not changed; most occur sporadically, involve racial slurs, physical assaults or fighting, and are limited to two or three individuals. The majority of these incidents occur between Blacks and Whites, although more incidents between Blacks and Hispanics or Asians or between Whites and Hispanics or Asians are

being reported. Patterns of self-imposed social separation by race and ethnicity are characteristic of most high schools and some middle schools. Patterns of sporadic racial harassment persist at certain schools (English High, Cleveland Middle).
(717)

Plan for Citywide Improvement of Safety and Security

Deputy Superintendent Peterkin's written response to the Safe Schools Commission's Report constitutes a blueprint for improved safety and security citywide. Components of this blueprint are:

- shortening and simplifying the Code of Discipline
- expansion of alternatives to suspensions
- development of 2 school climate/school discipline teams to circulate among troubled schools ($140,000 has been budgeted for these teams)
- "Oversight Committees" in each district and in the central office to review student discipline policies and specific disciplinary decisions
- an improved comprehensive record-keeping system on safety and discipline
- a strengthened weapons policy
- specific security plans for each school
- improved bus safety procedures

(714-715)

This plan is still in a formative stage, and has not been officially approved by the School Committee in its entirety. Only portions of alternative education expansion, bus monitors for some school bus runs, and the school climate/discipline teams appear to have been budgeted for 1984-85.

WEAPONS

Deputy Superintendent Peterkin has proposed a new policy on weapons for the system. Students using "dangerous weapons" (the scope of which still must be defined) in the commission of violent acts would be recommended for expulsion. Students found in possession of weapons would receive long-term suspensions, and a second apprehension for weapons posession would result in a recommendation for expulsion.
(716,731)

In Report No. 2 monitors recommended a stronger weapons policy. The fact that weapons posession is now involved in 30% of reported incidents, an increase of 4% over Report No. 2 findings, supports the argument that a stronger policy, such as has been proposed, is needed.

QUESTION

In Report No. 2 monitors reported that Boston had done little to remedy safety and security problems on school buses. It was also reported that, according to a Safe Schools Commission survey, school buses are seen by students as being among the least safe places in their school environment. What steps is Boston taking to resolve safety problems on school buses and to provide a more secure environment for students?

FINDINGS

Boston now appears committed to changes in safety procedures used on school buses. Among these proposed changes are:

- the placement of monitors on troubled bus runs at elementary and middle schools. These monitors would be paid out of a specific fund assigned to each district (or school). As a first choice, monitors would be selected from among staff already at schools in need.

- required safety training for bus drivers and regular reinforcement of specific school rules pertaining to bus safety for all students

- increased responsibilities for school administrators to oversee school bus safety and discipline

- changes in the discipline code to specify circumstances under which unruly students can be removed (permanently or temporarily) from school bus services.

(739-740)
(757-759)

The Citywide Parents Council recommends the placement of bus monitors on <u>all</u> school buses for the 1984-85 school year, with a provision for the elimination of monitors on those runs which prove to have no problems. Monitors view the School Department's plan for the placement of monitors as more practical and cost-effective at this time.

(741-755)

Specific plans have not been finalized but a budget (@ $640,000) for bus monitors has been approved by the School Committee.

QUESTIONS

Report No. 2 described Boston's development and expansion of alternative programs to reduce certain safety and discipline problems by better serving the needs of disruptive and non-achieving students (Fenway School, Boston Prep, New Horizons). Monitors also reported that most of these alternatives were reluctant to accept 'hard-core' habitually offending students, leaving special needs placement schools such as the McKinley and Tileston as the only options for such students. What further steps are being taken to develop and expand alternative programs? How is the McKinley serving the needs of disruptive students evaluated under Chapter 766 with multiple problems?

FINDINGS

Boston continues to develop plans to expand its alternative education offerings for the 1984-85 school year through:

- the expansion of the Fenway School (English High) from 120 to 180-200 students
- the creation of 3 additional alternative programs at English High School
- the expansion of New Horizons (King Middle School) from 100 to 170 students
- the expansion of the Re-Cap program from 8 middle schools to 11
- the creation of a $100,000 fund to provide seed money for middle schools proposing alternative programs. (This has neither officially received school committee approval nor been budgeted.)

(721-723)

It is the intent of alternative education planners to avoid the complete segregation of disruptive and multiple-offending students by providing alternative programs and schools which appeal to a variety of students. The planners hope that eventually each district will have one alternative program to handle district-wide referrals of disruptive students and other students desiring a different educational approach. Deputy Superintendent Peterkin asserts that disruptive students (other than those who are evaluated under Chapter 766 and placed in the McKinley, the

Tileston, a LAB program, or a private school) will be appropriately served in one of the expanding alternative programs, and that the new Human Services Collaborative will provide additional services to both alternative and regular school programs.

The McKinley School

The McKinley is a 502.4 (i) special needs school for students with serious psychological and behavioral problems. The school has a highly structured behavior management system, is 60% Black and 38% White; has a 3:1 student:staff ratio, and an 80% success rate as measured by students who complete graduation requirements. It serves 250 students in its middle, high, and technical school components, and will include an elementary component in the 1984-85 school year. Much of the staff has been carefully screened and all are thoroughly indoctrinated in non-confrontational approaches to discipline while still holding students accountable for their behavior. According to the Headmaster, both the number of students being referred to this program and the severtiy of the problems incoming students bring are growing, particularly at the middle school level. Earlier intervention strategies are sorely needed, which explains the expansion of the school to include an elementary component. Approximately 75% of Chapter 766 evaluated students referred. through a three-tiered review process (sending school, central office, McKinley) are actually accepted. The headmaster expressed a need for the development of other non-special needs options, to serve some of the students now referred to the McKinley.

(723-724)

QUESTION

In Report No. 2 monitors reported on the persistence of problems in the consistent and complete reporting of incidents required by the Safety Procedural Manual, despite Safety Department efforts to cross-check incidents reported. It was also reported that in some schools many students and staff failed to cooperate in reporting incidents, due to fear, apathy, or disillusionment with the poor follow-up accorded many incidents reported. The Safe Schools Commission Report cited major discrepencies between the rates of school offenses reported by students and staff in its survey of school offenses, and the frequency with which those same offenses appear in incident reports and suspension data. This varies considerably from school to school. What additional steps has Boston taken to insure completeness and consistency in the reporting of school incidents and greater reliability of the reports themselves?

FIMDINGS

The major problems preventing complete and consistent incident reporting rest on unresolved problems in convincing:

- administrators that complete and consistent reporting will not be viewed as a direct assessment of their building management competence;

- students and staff that they will not be threatened or harmed for reporting incidents, and that appropriate disciplinary and other actions will follow from their report. Students and staff must also be convinced that existing disciplinary options will have a preventative effect on perpetrators of school offenses.

The Safety Department has initiated an improved method of keeping track of school incidents, suspensions, and repeat suspensions on the computer, enabling them to compare these reports with each other and against other direct sources of information provided by Boston security staff. The Deputy Superintendent has already begun writing requests for responses from headmasters of schools in which discrepencies between various reporting procedures have appeared.

OBJECTIVE

2. To confirm the adequacy of arrangments for dealing with race-related incidents, including, for example, the existence of an emergency reporting and action plan for school and law enforcement personnel.

STATUS

Compliance stated in Report No. 1, no change.

OBJECTIVE

3. To confirm that the student discipline code and its implementation deal adequately with racial slurs and other actions tending to create race-related incidents.

STATUS

As stated in Report No. 1 (Vol. II), 7.7 of the Code of Discipline describes the use of racial slurs for the purpose of inciting violence as a suspendable offense.

OBJECTIVE

4. To review quarterly reports on deployment of law enforcement personnel specifically ordered for South Boston Schools.

FINDINGS

There have been no significant changes in deployment patterns of Boston School Police.

OBJECTIVE

5. To confirm that plans exist to close any school in the event that safety cannot be assured (as the Court specifically ordered in 1974 for South Boston High).

STATUS

Compliance stated in Report No. 1.

COMMENDATIONS

Boston should be commended for the expansion of its successful alternative education offerings. Boston should also be commended for taking some initial steps to develop a systemwide safety improvement plan and specifically a plan for improving school bus safety.

RECOMMENDATIONS

Boston should:

1. finalize plans, fund and implement systemwide improvement of safety and security;

2. finalize plans, fund, and implement school bus safety procedures;

3. continue to expand its alternative education options for disruptive and non-achieving students so that all districts are covered;

4. continue to expand early intervention strategies for students showing signs of maladaptive and disruptive behaviors;

5. continue to resolve issues preventing complete and consistent reporting of school incidents.

STUDENT DISCIPLINE

MANDATE

Student discipline shall be enforced according to the standards contained in the Order Approving Addition to Code of Discipline, January 9, 1975.

PROCESS

Suspension statistics for the first semester of the school year 1983-1984 were analyzed and compared with suspension statistics of the school year 1982-1983 to determine the progress made by schools previously cited for high and/or racially disproportionate suspension rates, and to identify any other schools with these suspension rates that were not previously cited. Thirteen schools that had high and/or racially disproportionate suspension rates were monitored on site. Visits to four schools - Charlestown High, Boston Latin, English High and Edwards Middle - were follow-up visits to ascertain what success, if any, new programs have had on improving discipline problems within each school. Nine schools were visited for the first time - East Boston High, Mario Umana Harbor School, Jamaica Plain High, Edwards Middle, Gavin Middle, Michelangelo Middle, Curley Middle, Roosevelt Middle, Eliot Elementary and McKay Elementary. Monitors interviewed administrators, teachers and some students to determine causes of suspension as well as to identify existing successful alternatives. In addition, Boston's response to the student discipline section of the second monitoring report was reviewed.

OBJECTIVE

1. To review, on a semi-annual basis, a report of suspensions and expulsions at each school, with the nature of the offense, the grade, race and sex of the students affected, and the length of time for each suspension.

QUESTION

Suspension statistics for all schools for the 1982-1983 school year were analyzed in the February 1984 report to identify those schools that had high and racially disproportionate suspension rates, as well as those schools that had predicted racially proportionate suspension rates. Which Boston Public Schools in the first semester of 1983-84 have:

significant disproportionate suspension by race?

high suspension rates as compared to other Boston schools?

low suspension rates as compared to other Boston schools?

FINDINGS

Overall, when comparing the first semester of 1983-84 to the first semester of 1982-83, Boston was able to reduce its suspensions by 849, possibly indicating increased efforts system-wide to use suspension only as a last resort and to increase use of alternatives to suspension. This is a substantial improvement. However, there is still a significant number of schools that have high and/or racially disproportionate suspension rates.

At the high school level, Charlestown High continued to have the highest suspension rate, although its suspension rate has been significantly reduced to about 40% of last year's rate. English High, which last year had the second highest suspension rate, has also considerably lowered its rate, while Brighton High and Jamaica Plain High have notably increased their suspension rates.

Boston Latin School continued to suspend Black students at 2 1/2 times the expected rate[1] but there were only 18 suspensions the entire first semester. Charlestown, Brighton and East Boston High Schools continued to suspend Black students at a disproportionately high rate. Also, the suspension rate for Black students at Boston Technical High significantly increased to be disproportionately high. Of those schools that had disproportionate suspension rates for Black students last year, only the Umana High School had a suspension rate that dropped.

Suspensions for White students at Jamaica Plain and Burke High Schools continued to be disproportionately low. The rate of suspension for White students at Brighton, Charlestown and Boston Technical High Schools was significantly low, while Hyde Park, Dorchester, Boston and Copley Square High Schools did not suspend any White students. The suspension rates for White students at Madison Park High and the Umana School rose to be more proportionate, while suspensions for White students at West Roxbury High rose to be disproportionately high. Finally, Burke High suspended Hispanic students at twice the expected rate.

At the middle school level, the Edwards Middle, which had the highest suspension rate in 1982-1983, reduced its suspensions to 1/4 of last year's rate. The Mackey, Cheverus, Timilty and Curley

[1]The expected rate is arrived at by dividing the percent of suspensions for a particular racial group by the percent of students of that racial group in the school. 1.00 would indicate that students of a particular racial group are suspended at exactly the rate that their proportion of total enrollment would predict, while 2.00 would indicate suspensions at double the expected rate, and .5, at half the expected rate.

Middle Schools all dramatically increased their suspension rates, and the Roosevelt Middle continued to have a high suspension rate. The Michelangelo and Gavin Middle Schools significantly reduced their previously high suspension rates. All schools cited last year for suspending Black students at a disproportionately high rate (Roosevelt, Michelangelo, Gavin and Thompson Middle Schools) dropped to more proportionate suspension rates, while the Edison, Irving and Edwards Middle Schools significantly increased their suspension rates for Black students.

At the elementary school level, the McKay and Eliot Elementary Schools continued to have high suspension rates, while the Beethoven and Manning Elementary Schools increases merited on-site monitoring. Black students at the Tobin, Manning, Eliot and Prescott Elementary Schools were suspended at more than twice the expected rate.

Future statistical analysis will include examining suspension records of those schools that employ in-school suspension programs.

OBJECTIVES

2. To monitor on site, if necessary, schools in which there are apparent patterns of inequitable application of the Code of Discipline.

QUESTION

Ten schools were monitored on-site during the fall monitoring period to identify school factors that may contribute to high and racially disproportionate suspension rates. Identified factors included the small numbers of Black and Hispanic administrators at some schools, confrontative approaches to behavior management by some teachers, lack of adequate support services and alternatives to suspension for students who are discipline problems, a low level of parental involvement, lack of adequate classroom materials, and most importantly, a small group of students in each school who continually disrupt the educational environment. What steps has Boston taken to identify solutions for these problems? What additional school factors contribute to the suspension rates identified above?

FINDINGS

Some progress has been made in addressing underlying causes of discipline problems. All schools visited by the monitor during this monitoring period had new headmasters or assistant headmasters appointed to the school in the last two years, a significant number of whom are Black or Hispanic. Through increased focus on student discipline policies, school climate and basic skills development, the majority of these administrators have helped to reduce student discipline problems. However, the inadequate number of Black and Hispanic regular education teachers at the Umana School and the lack of Black or Hispanic administrators at the Roosevelt Middle are thought to contribute to student discipline problems for some Black and Hispanic students at those schools. (766)

The Office of School Operations also has proposed several changes for next school year that may have a positive impact on student discipline. Two teams of Boston teachers proficient in "Positive Approaches to Discipline and Reality Therapy" will be created and these teams will establish residency in an estimated 40 to 50 schools throughout the year to help devlop a plan for the improvement of student discipline and to teach intervention techniques. A general in-service for all schools on non-confrontation approaches to student discipline is planned. Purchase of textbooks and materials has been inserted into next year's budget to more adequately address academic needs which are often related to discipline problems. Deputy Superintendent Lancaster is developing remediation opportunities for students to complement next year's new promotional policy and graduation requirements, althoough administrators expressed fears that these new requirements will still "glut" the 9th grade (which is already approximately 25% repeaters in each school) with additional repeating students and increase student discipline problems. The Boston Human Service Collaborative was formed this year and has targeted 17 schools in which to provide a wide range of coordinated academic and social services next year.
(767-768)

Progress in increasing parental support in student discipline efforts was noted by the Edwards Middle, Curley Middle, Gavin Middle and Eliot Elementary, although low levels of parental involvement continued to be cited by many other school administrators as an obstacle to resolving student discipline problems. Developing effective parent outreach programs should continue to be a focus at the high school level.
(767)

Most importantly, suspension statistics for all schools visited supported the belief expressed by all administrators that, in each

school, there was a small number of students who were habitual offenders of school rules and habitual non-attenders, and whom, given the limited resources and support services available, the schools cannot serve. Two notable examples are Charlestown High, where 33 students accounted for 50% of the total suspensions, and McKay Elementary, where 5 students accounted for 49% of the suspensions. (769)

Three new alternative programs have been established in the past 2 years -- Fenway School (English High), Boston Prep and New Horizons Academy (King Middle) -- that serve a wide range of students, including habitual non-attenders and habitual offenders of school rules, in an intimate, supportive learning environment while providing intensive basic skills and some college preparatory skills. These schools have already demonstrated some success in motivating "marginal" students to achieve success in school. Next year, English High will be reorganized into 4 schools based upon the school-within-school concept, increasing alternative program options on the secondary level. In addition, the Department of School Operations has indicated that it will focus next year on creating alternative school programs on the middle school level.

QUESTION

This past year, the Department of School Operations has worked to systematize discipline procedures in all schools, including accuracy in reporting suspensions, development of school-based rules and encouraging use of alternatives to suspension. There continued to be, however, widespread inconsistencies by school administrators in the administering of the Code of Discipline, and possible inaccurate reporting of suspensions by some schools. Is the Code of Discipline being consistently enforced, especially regarding suspension rates and alternatives to suspensions?

FINDINGS:

Schools that have in the past suspended high numbers of students, like Charlestown High and Edwards Middle, have lowered their suspensions and increased use of alternatives to suspension. However, administrators at some schools, most notably Charlestown High, argue that the pressure to lower their suspension rates, coupled with the lack of alternative school placements, has inhibited their efforts to establish an orderly and controlled environment. This emphasizes the need for school administrators to be provided with adequate resources to develop alternatives to suspension and improved educational programs.

(769-770)

Policy changes by the Department of School Operations have helped improve consistency in the enforcement of the Code of Discipline. The Code is currently being revised into a shorter and more understandable version. School-based rules may be reviewed in the spring (instead of in the fall) to be distributed with the Code at the beginning of the school year. Headmasters have been informed that all suspensions must be recorded and schools cannot send students home to "cool-off" without being suspended. A Review Committee to review discipline policies and school climate is being proposed for each school; and a proposed Oversight Committee in each district and at the city-wide level will monitor consistency in the application of school rules.

(771-772)

Most importantly, Boston, in a draft response to the Safe Schools Commission Report, has proposed several modifications to Boston's overall safety and security plan (see Volume II student discipline report). Specific proposals already mentioned in this report -- the behavior management teams, Boston Human Services Collaborative, alternative schools development plan, revision of the Code of Discipline, Review Committees in each school and Oversight Committees in each district -- are key components of this response. The response, if enacted and supported with proper funding, could be instrumental in establishing constructive and uniform city-wide discipline policies. However, it must be noted that these proposals are still in a formative stage and have not yet been assured proper funding for next year. Future monitoring will examine the progress of approval and implementation of this blueprint for improved safety and disicipline.

(772)

QUESTION

Of those schools identified in the first 2 monitoring reports disproportionate suspensions by race, what steps is Boston taking to identify causes for these problems and identify solutions? Can the success of any of these solutions be documented? What alternatives could identified schools employ?

FINDINGS

Of the 13 schools visited, Edwards Middle, Curley Middle, Gavin Middle and Eliot Elementary had made the most significant progress in resolving discipline problems. All 4 schools had established a structured discipline process that required a high level of teacher participation and parent involvement. They developed alternatives to suspension (e.g., academic and counseling support services, in-house suspension programs) and improved their educational programs, with special emphasis on basic skills

curriculum. Edwards Middle created a Student Planning Center (in-school suspension program), the Gavin Middle a model comprehensive support services program, and the Eliot Elementary and Curley Middle reorganized their curricula to better address basic skills needs. New building administrators in all 4 schools have been instrumental in these changes. (773-779)

English High's reorganization next year should provide a more manageable school environment, a sense of programmatic identity for students and a more structured curriculum. Charlestown High has implemented several innovative programs to address students' academic and counseling needs (Teacher Advisory Program, BU counseling interns), but should also consider the creation of an in-school suspension program or school-within a school program, and use of learning and classroom management strategies employed at Boston Prep. Boston Latin School Assistant Headmaster Leonard has improved the administration of discipline (quicker referral process, continuous presence in the halls), although the school should continue to address the disportionate suspensions ofBlack students. East Boston High has a highly structured discipline program, but this school and the Umana School need to develop alternative support services for those Black students reluctant to use agencies in East Boston. The Umana school has improved discipline through staff stability and an additional security officer, but needs to reduces the amount of grafitti on the walls. Jamaica Plain High has developed a wide range of support services and alternatives to suspension (teen parenting program, remedial tutoring programs and an In-School Suspension Program), and coupled with a stable staff, these programs will hopefully lower its high and racially disproportionate suspension rates. The Michelangelo Middle, while strengthening its academic program, needs to develop additional alternatives to suspension (for example, in-house suspension program) and address the reluctance of Black parents to attend parent conferences at the school. The Roosevelt Middle Headmaster last year replaced 5 teachers who were excessively absent (a total of 341 school days) and the resulting staff stability has helped to improve student discipline; however, a lack of a uniform discipline policy, poor communication between administrators, and building disrepair have contributed to continuing school climate and school discipline problems. And the McKay Elementary School needs help to address discipline issues more systematically and employ additional alternatives to suspension.

COMMENDATIONS

The Department of School Operations should be commended for their continuing efforts to systematize discipline procedures, improve consistency in the adherence to the Code of Discipline, encourage

the creation of alternatives to suspension, and lower suspension rates systemwide. Director of Alternative Programs Smith is also to be commended for his continuing efforts to create alternative programs for all students, and especially for his efforts in the reorganization of English High School.

(17-18)

Finally, the new administrators at Edwards Middle, Curley Middle, Gavin Middle, Eliot Elementary, Boston Latin and Charlestown High should be commended for improving student discipline at those schools.

RECOMMENDATIONS

In addition to the following recommendations, all proposed plans detailed in this report will be monitored in the next monitoring period.

A. Black and Hispanic administrators and teachers should continue to be appointed where needed. Specifically, there is a need for a Black or Hispanic administrator at Roosevelt Middle School and Black and Hispanic teachers at the Umana School.

B. Boston should continue to provide resources to schools to develop support services and other alternatives to suspension. Specifically, the creation of a school-within-a-school alternative program or an in-school suspension program at Charlestown High should be considered. Continued support for the Boston Human Services Collaborative should be provided.

C. Alternative programs for students who are not succeeding in regular school programs, specifically at the middle school level, should continue to be created.

D. Parent outreach strategies centered around student discipline issues should be intensified. These efforts should be targeted at the high school level and developed in collaboration with the Citywide Parents Council.

E. Means to accelerate the referral process for both alternative program and special education placements should be explored.

(18)

INSTITUTIONAL PAIRINGS

MANDATE

Institutional Pairings shall continue according to the standards contained in pages 50 through 58 of the Student Desegregation Plan of May 10, 1975.

PROCESS

Monitoring has consisted of meetings with university and college coordinators, representatives of the cultural institutions, and staff of the Tri-Lateral Council. In addition, all of the Chapter 636 funding proposals, which embody the college, university, and cultural institution contracts, have been reviewed by Department staff.

OBJECTIVE

1. To determine whether the institutional pairings identified in orders of continuing validity are operational.

QUESTION

Are the Boston Public Schools continuing to make a positive effort to reach mutually agreeable contractual arrangements with the universities, colleges, businesses, and cultural institutions?

PREVIOUS FINDINGS

Report #1: The School Department had mutually agreeable contractual arrangements with all of the institutions specified in the court order who chose to enter into such agreements.

Report #2: No change.

FINDINGS

The institutional pairings all continue to operate through mutual contractural agreements between the institutions involved and the School Department. The cultural and university pairings are funded with state funds through Chapter 636; proposals for these pairings have been reviewed by Department staff. Many of the colleges and universities are currently involved with the School Department in planning some changes in programs and increased involvement for next year.

PARENT AND STUDENT ORGANIZATIONS

MANDATE

Court-ordered parent and student organizations shall operate according to the standards contained in the memoranda and Orders of October 4, 1974; August 24 and November 8, 1976; September 1, 1977; September 15, 1978; May 5, 1980; July 20, 1982; and August 25, 1982; and the Desegregation Plan of May 10, 1975, pages 86-100; and the Amalgamation Plan.

PROCESS

PARENT ORGANIZATIONS

Information regarding the CPC (Citywide Parent Council) and SPC (School Parent Councils) was gathered through attendance at council meetings; review of Council minutes; discussion with the Executive Director and the staff of the Council; Boston officials; and review of Chapter 636 Proposal Applications.

STUDENT ORGANIZATIONS

Circulars were reviewed for uniform student council election procedures. The elections of student councils and representatives to school parent councils were reviewed. The monitor attended 6 training sessions for Charlestown High students and faculty on the implementation of a Communication Board in that school. Also, the monitor received a report on implementation of Communication Boards in all high schools.

PARENT ORGANIZATIONS

OBJECTIVE

1. To determine whether Parent Councils are monitoring matters which are apt to facilitate or hinder the desegregation process in particular schools, districts and/or citywide. For instance, are they monitoring the implementation of Court orders for special desegregation measures at some schools, repair and construction of facilities, vocational and occupational education programs, and support of participation by college, business, and cultural pairings?

QUESTIONS

Last year the CPC was not able to monitor the desegregation
CPC has established subcommittees to overview the mnonitoring in each area. What is the status of the newly established

subcommittees, which are responsible for monitoring in specific areas? What assistance are these subcommittees receiving from various community agencies? Is the desegregation process in areas not monitored by the CPC last year, such as vocational and occupational education and university, cultural and business pairings being monitored this year? How is Boston responding to the CPC's monitoring efforts?

FINDINGS

The Desegregation Monitoring Committee of the CPC has expanded its activities to include areas which were not monitored last year. However, the committee's plan to establish subcommittees to be responsible for the monitoring of each area of desegregation has been modified. The energy which is required to implement the subcommittee structure is being used to support parent involvement in the monitoring process on the local school level instead. Also, the plan to have various community agencies assist in the monitoring has been delayed indefinitely. The parent councils are now monitoring the desegregation process in all of the required areas. However, their monitoring efforts are generally fragmented more thorough in some areas than in others. Parent Councils' monitoring in all areas is strongly connected to parents' efforts to advocate for student and parent rights.

Because the Parent Councils are strong advocates for student and parent rights, according to the CPC, the school department often views their monitoring efforts as antagonistic. Further, the CPC reports that Boston is slow to respond to requests for assistance in the Parent Councils' monitoring efforts, and in several instances has tried to hinder the monitoring process.

On the other hand, Boston officials report that the CPC's priorities are confused. They are not able to recruit parents for involvement in the SPCs because much of the CPC's time is spent bickering internally and petulantly attacking the school department. Boston officials question the legitimacy of the CPC's monitoring findings because of the low level of parent involvement in the monitoring process as well as in the overall CPC-SPC structure.

Special Assistant Robert Hayden, the superintendent's liaison to the CPC, reports that the CPC has not availed itself of his offers to provide assistance in working with Boston. He attends the monthly CPC meetings, and responds to all requests for information in writing. Otherwise he reports that the CPC's contact with the school department has been limited. He has made several attempts to open new channels for parent involvement in Boston. Among these, he tried to initiate monthly meetings with the 4 co-chairmembers, and he tried to involve parents in the "long-range" Boston planning. The CPC did not respond.

OBJECTIVE

2. To determine whether parents are responsible for planning and investigating matters which are apt to facilitate or hinder the promotion of racial harmony at their school. Also whether Boston is supporting parents by providing access to school records as well as supporting their efforts to send out pamphlets and newsletters, visit schools, propose modification of student programs, and receive reasonable operating expenses from the individual schools.

QUESTIONS

It was recommended in Report No. 2, that the CPC and local SPCs (with the support of the school department) become more actively and directly involved in Chapter 636 proposal development and program implementation as an appropriate means for parents to assume the responsibility for planning and promoting matters which are apt to facilitate racial harmony in schools. Are parents becoming more actively and directly involved in Chapter 636 proposal development and program implementation?

FINDINGS

It was recommended in the last Monitoring Report that the CPC and local SPCs (with the support of the school department) become more actively and directly involved in Chapter 636 proposal development and program implementation, as an appropriate means for parents to assume the responsibility for planning and promoting matters which are apt to facilitate racial harmony in schools. Accordingly, The Bureau of School Programs mandated that each Boston school district earmark 1% of its Chapter 636 allocation for parent participation. Although each district's proposal application reflects the Bureau's requirements, overall, the activities prescribed for parent participation are superficial, limiting parent involvement to the publication of newsletters or monitoring students' attendance. The central office proposal which was not subject to the 1% requirement but which was expected to have a significant emphasis on parent participation, was inadequate in

addressing this area. In addition, two proposals submitted by the CPC to the school department for parent involvement training were rejected.

OBJECTIVE

3. To determine whether Boston is providing monthly and semi-annual reports by principals and community district superintendents to Parent Councils, and other reasonable educational statistics and data analyses to the CPC.

QUESTIONS

Is the format for monthly data reports by Boston to the CPC for 1983-84 working? What progress is being made in the CPC receipt of other supplementary reports and data from Boston.

FINDINGS

The CPC reports that Boston is not living up to the agreed upon timetable for providing the CPC with needed reports and data. There is a delay of a month in the schedule. The response was mixed to a recent survey of SPCs concerning the timeliness and meaningfulness of data from Boston. Some SPCs are receiving meaningful reports on schedule and others are not receiving data and reports at all.

Special Assistant Robert Hayden reports that he was under the impression that there were no problems with Boston's data dissemination to the SPCs. He has received no complaints from the CPC concerning data.

OBJECTIVE

4. To determine whether parents have participated in the evaluation of community district superintendents and principals, and in the screening and rating of administrative positions.

STATUS

See Report No. 2 (Vol. I, pages 88-89).and the Staff report in this volume.

OBJECTIVE

5. To determine whether parents are participating in collective bargaining, the budget review process, major policy planning initiatives, and training of school department staff as provided by the November 8, 1982 Agreement.

QUESTIONS

What is the status of CPC's subcommittee's involvement in the collective bargaining process? To what degree is the CPC's position taken into consideration.

FINDINGS

The CPC was involved in the collective bargaining process with full support from the school department. The CPC reports that parents played an important role in averting a one day teachers' strike. However, Boston officials report that the CPC's involvement in the process was problematic. On several occasions, according to Boston officials, the CPC was not prepared for meetings to discuss issues of collective bargaining, and on other occasions parents held up the process with demands for information which was not available even to School Committee members.

OBJECTIVE

6. To determine whether: (a) all elections to Parent Councils have been conducted, (b) Councils are properly organized and meeting, and (c) Council staff are racially balanced.

QUESTIONS

What is the level of parent participation in the CPC-SPC structure? How effective are the SPCs?

FINDINGS

It was reported in the last Monitoring Report that 8 schools did not conduct elections, and that several schools had rescheduled their elections for times more convenient to parents. Since that report there has been one (1) additional election held, leaving 7 schools without elections.

The level of parent participation is extremely low. There is widespread criticism of the CPC by parents and school officials due to the low level of parent participation in the CPC-SPC structure. In more than 50 schools the SPCs do not meet regularly; also, parent attendance at CPC meetings is low and irregular.

The CPC is facing serious organizational problems, which have led to the resignation of the Executive Director and 3 of the 4 co-chairmembers. Currently, the CPC has Acting Executive Co-Directors who conducted interviews with present and past CPC members and staff regarding the organizational problems of the CPC, the results of which are included in a report to Judge W.

Arthur Garrity, [illegible] with recommendations for change based on an internal evaluation of the CPC. Also, the former Executive Director will report his perception of the CPC's organizational problems to Judge Garrity and make recommendations for modifications in the present structure.

Boston officials maintain that the CPC is not following up on its commitments in general and specifically its responsibility to involve parents in Boston, adding, "given its annual budget of over $500,000 and staff of 22 the level and quality of parent participation in Boston should be much higher."

RECOMMENDATIONS

Considering that there are several issues pending regarding the organizational problems of the CPC, the monitors will not make recommendations in this report. However, they note the need for the CPC to strengthen its connection to Boston officials, using Special Assistant Hayden as their main link.

STUDENT ORGANIZATIONS

OBJECTIVE

1. To determine whether all activities provided under the Amalgamation Plan have taken place.

QUESTION

What steps has Boston taken to develop and implement uniform Student Council election standards

FINDINGS

The Student Affairs Office developed uniform Student Council election procedures which were distributed through Deputy Superintendent Circulars last spring and fall. These procedures will continue to be used in future years.

QUESTION

A procedure to elect student representatives to Parent Councils in all high schools was established by the Student Affairs Office, and 9 high schools elected student representatives to Parent Councils. What has been done to increase student representation on parent councils in the remaining 8 high schools?

STATUS

The Student Affairs Office was in contact in the late fall with the Citywide Parents Council (CPC) to encourage elections in the 8 high schools (Boston High, Boston Latin Academy, Boston Latin School, Boston Technical High, Brighton High, Burke High, Copley Square High, and South Boston High) that did not elect student representatives to Parent Councils in the fall. However, neither the Student Affairs Office nor the CPC knew at the time of this report whether this effort had resulted in achieving either goal. The next monitoring period will examine whether student representation to all high school Parent Councils is insured.

QUESTION

A tentative training schedule for implementation of Communication Boards in all high schools and the hiring of a consultant trainer for the initial training at Charlestown High were approved by the Student Affairs Director in the fall. What steps has Boston taken to modify the Amalgamation Plan to replace the Racial-Ethnic Student Councils with Communication Boards?

FINDINGS

A training program on Communication Boards was conducted this winter for selected Charlestown High students and faculty. However, scheduling of meeting times and difficulties in administrative and faculty assignments have impeded efforts to initiate the Board. Communication Boards are also in operation at Boston Latin School and Boston Latin Academy, although both Boards suffer from a lack of administrative and faculty support similar to that experienced at Charlestown High School. Although East Boston, Brighton and Hyde Park High Schools have "active grievance/recommendation student groups who meet on a regular basis with Headmasters," these schools do not have Communications Boards.

The Student Affairs Office has targeted implementation of Communication Boards at South Boston, Copley Square High and Madison Park High Schools by the end of this school year or at the beginning of next year. This effort has been stalled, though, by scheduling difficulties and a lack of funds necessary to train participating faculty and administrators.

No party has yet sought a modification to the Amalgamation Plan and Court orders to replace the RESC's with Communication Boards in all high schools.

The Comments of El Comite de Padres Regarding Second Monitoring Report, states, "We are concerned that the RESC's have been and become 'moribund' due to school defendants' deliberate non-compliance with court orders. Why should 'Communication Boards' be blithely accepted by the State Board as the solution to this...sabotage of court orders?"

Boston may not have provided adequate support to the RESC's. However, Communication Boards, if properly implemented, have the potential not only to address conflicts of a racial nature and to promote racial harmony, but also to address other school climate and school policy issues as well. A Communication Board is composed of a representative body of administrators, teachers and students. Any individual within a school may submit a complaint, grievance or school issue to the Board. These issues may be interpersonal or relate to school rules, school climate or other school policy issues. They therefore may include issues regarding racial disharmony or racial conflicts. The Board is then responsible for hearing all points of view, investigating all facts, and mediating a mutual resolution. Many times, a resolution may involve a recommendation for a school policy change. Communication Boards would meet regularly with the headmaster to communicate these concerns. Student Affairs Director Carlo has recommended that all Boards should have student representation from all racial and ethnic groups in which there are 20 or more students enrolled in the school. (See Volume II student organizations report)

El Comite raises a valid point when they question Boston's commitment to the implementation of these Boards. These Boards will experience success only if adequate resources and support are devoted to implement them, and if administrators and faculty accept an increased student role and a democratic process in their schools.

OBJECTIVE

2. To review the composition of the Boston Student Advisory Council as well as the Student Councils in all middle and high schools.

QUESTION

All 29 schools that submitted data in the fall
on composition of student organizations were found to have proper representation of racial and ethnic groups. Thirteen schools did not submit this data (Boston High, Boston Latin School, Taft Middle, Curley Middle, Lewis Middle, Roosevelt Middle, Cleveland

Middle, Holmes Middle, Wilson Middle, Dearborn Middle, Gavin Middle, McCormack Middle and Mackey Middle). What is the composition of the student councils in schools that did not submit data in the fall?

STATUS

None of the 13 schools submitted any data on Student Council representation for this school year.

COMMENDATIONS

The Student Affairs Director should be commended for her continuing efforts to develop the concept of Communication Boards in all high schools. The Boston Student Advisory Council members should be commended for their efforts to provide an increased city-wide student voice.

RECOMMENDATIONS

1. Department of Education officials should meet with Boston and the plaintiffs in order to discuss modifying the Analagamation Plan and Court orders to replace the RESC's with Communication Boards. If modified, adequate resources and support should be provided by the Office of School Operations to implement the Communication Boards and to insure necessary faculty and administrative support in all high schools; and an implementation schedule of Communication Boards in all high schools should be developed.

2. Proper student representation needs to be ensured next year on all school Parent Councils.

3. Student Council elections with proper racial and ethnic representation need to be ensured in all middle and high schools next year.

DISPUTE RESOLUTION

During the present monitoring period, one dispute reached the mediation stage described at section V(D)(1) of the Orders of Disengagement. This complaint, filed by plaintiffs, questioned the process for assigning special needs students to substantially separate classes. The complaint was withdrawn after information was provided by members of the School Department during the mediation session.

Three other complaints, all brought by El Comite, remain at the negotiation stage described at section V(C)(2) of the Orders of Disengagement. These disputes, and the date on which they were raised, are as follows: (1) the absence of bilingual services at the Occupational Resource Center, filed on August 18 and September 6, 1983; (2) overcrowding in the Haitian bilingual program at English High School, filed on November 14, 1983; and (3) inadequate funding of bilingual programs, filed on April 27, 1984. An earlier dispute regarding access of Spanish bilingual students to District IX magnet programs, filed on September 20, 1983, was resolved through negotiation in the previous monitoring period.

MODIFICATIONS

Any of the primary parties or intervenors in the case may initiate a motion to modify existing orders as long as the proposed modifications have been presented to all parties and the Citywide Parents Council through a negotiation process under the auspices of the Board of Education.

Such modifications must be shown to be necessary in light of changed circumstances since the order to be modified was issued, must be detailed, complete, and show what the impact will be on the educational rights of minority students, must be "ripe for hearing and decision by the Court," and must not be inconsistent with Supreme Court decisions or federal statutes and regulations.

On May 2, 1984, the Boston School Committee requested that the State Board convene the parties to negotiate proposed amendments to the orders relating to administrative desegregation. A negotiating session was convened on May 23, 1984, with a second session expected to occur during the month of June.